ABORIGINAL NEEDS ASSESSMENT SURVEY REPORT

Aboriginal
Advisory Committee
June 1991

MEGWETCH

This report is dedicated to those Aboriginal people who have gone before us in government and who have forged a trail, and with those who have supported them have boldly faced barriers and broken down obstacles to the employment of Aboriginal people in the Manitoba Civil Service.

The Aboriginal Advisory Committee would also like to acknowledge the assistance of **David Greenway**, Manitoba Bureau of Statistics, in the compilation of the statistical data; the support of the Civil Service Commission in undertaking this survey; **Dianne Fitzmaurice**, Consultant to the Affirmative Action Program, **Louise Chippeway**, Affirmative Action Aboriginal Advisor, and **Terry Edgeworth**, Provincial Affirmative Action Co-ordinator, in the analysis of results and production of this report.

Aboriginal Advisory Committee

92-05465/

CIVIL SERVICE

ABORIGINAL NEEDS ASSESSMENT

SURVEY REPORT

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Let us now take a journey. What we will see on this journey is a reflection and a vision. Using the Medicine Wheel as a mirror to look deeply within we will see the wounds that need healing; the strengths and weaknesses that need development; and a vision of what is possible with commitment to a journey in authentic human transformation.

The Medicine Wheel is an ancient way of life. Its symbols help us to see, understand and live according to our interconnectedness to each other and all of creation. The Medicine Wheel teaches us that there are four symbolic races reflecting our relationships to the human family. All are brothers and sisters to the same Mother Earth. The Medicine Wheel also teaches us about the four aspects reflecting our human nature - physical, emotional, mental and spiritual - that must be well developed and balanced for our health and mutual enhancement.

When our connectedness is broken, the Medicine Wheel is a means of healing the "human systems" that reflect our care for the human family and Mother Earth.

This study of the Manitoba Government employment system from the perspective of Aboriginal employees has been undertaken to help us see and understand the needs, and take steps on the path to healing the system, so that Aboriginal people and these values do not continue to be excluded from the work of tending to the bonds of the human family and Mother Earth.

ABORIGINAL NEEDS ASSESSMENT

TABLE OF CONTENTS

Part I: SUMMARY REPORT ON RESULTS page

- Background....6
- Overview: Rationale, Objectives & Demographics....7
- Success Stories....8
- Summary of Survey Results....9
- Change Strategy....14
- Recommendations....18

Part II: SURVEY - QUESTIONNAIRE & STATISTICAL ANALYSIS

- INTRODUCTION: Purpose, Objectives....27
- METHODOLOGY: Participation, Response Rate....28
  Limitations of the Survey....30
- QUESTIONNAIRE....31
- COMPARATIVE STATISTICAL ANALYSIS....41

Part III SURVEY - IMPACT ANALYSIS, RESULTS & POSSIBLE REMEDIES

- Barriers....71
  Corporate Values Underlying Barriers....72
  Systemic Barriers....79
- Professional Development Needs....94
- Affirmative Action Assessment....98
- Networking....102
- Concluding Remarks....105

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DEFINITIONS....109

REFERENCES....111

ABORIGINAL ADVISORY COMMITTEE - List of Representatives....113

APPENDIX I Bulletins....114

APPENDIX II EMPLOYEE COMPOSITE -
ABORIGINAL EMPLOYEES IN CIVIL SERVICE 117

CIVIL SERVICE

ABORIGINAL NEEDS ASSESSMENT

PART I:

SUMMARY REPORT ON RESULTS

BACKGROUND

The background against which this survey takes place shows that there is much to be done to improve the employment conditions of Aboriginal people in Manitoba. The employment and education situation against which this survey takes place, is highlighted in the following statistics from the 1986 census and availability data:

The average individual income of a registered Indian is $8,200 annually compared to $17,000 for the general Manitoba population. In addition, the major source of income for 46% of the Aboriginal population is family allowance, old age security, guaranteed income supplement, unemployment insurance benefits and welfare payments. In Winnipeg, single mothers head 43% of Aboriginal families compared to 10% of non-Aboriginal families.

23.7% of the registered on-reserve population of Manitoba is employed, compared to 62.5% of the general Manitoba population. The participation of the Aboriginal population in the labour force of Manitoba shows that for Aboriginal men the rate is 70.3%, whereas for Aboriginal women it is considerably lower @ 51%.

According to the Assembly of First Nations approximately 60% of Aboriginal people in Canada are under the age of 25. The difficulty of participating in the labour force is compounded by the demographic trends affecting the Aboriginal population. The projections for the 1990's indicate that 1 in 4 people entering the Manitoba labour market will be of Aboriginal descent.

In general, Aboriginal people have lower labour force participation rates and higher unemployment rates than other groups in Canada. They also have lower educational attainment, lower income and are over-represented in unskilled occupations. In preparation for the work world the non Aboriginal population is 3 times more likely to attend University and 7 times more likely to earn a degree than are Aboriginal people. Less than 4% of Aboriginal women have university education as opposed to 7.9% of all women in Canada.

The on-reserve population of registered Aboriginal people with at least a high school education is only 12.6%, compared to 49.5% of the general Manitoba population. 52% of Aboriginal people registered on-reserve have less than grade nine education compared to 17% of the general Manitoba population.

One-quarter of the Aboriginal population completes high school, compared to one-half of the non-Aboriginal population. Disparities between Aboriginal and non-Aboriginal people are growing wider in terms of education, labour force participation, employment and income.

The barriers that Aboriginal people face in Manitoba are enormous, with low educational attainment, lack of training and lack of job experience, as well as other issues like racism in the workplace. Many Aboriginal people will be screened out of many desireable jobs.

It is with this picture in mind that employment plans must be developed to break down the inequities that exist for Aboriginal people in Manitoba, beginning with the employment of Aboriginal people within government.

OVERVIEW

RATIONALE:

This study has been undertaken to assess the employment situation of Aboriginal people in government. The ABORIGINAL NEEDS ASSESSMENT SURVEY addresses the obstacles and challenges facing Aboriginal people in the Manitoba government. The statistical data and impact analysis identifies the special measures and opportunities needed to change the employment situation of Aboriginal people in the Civil Service.

The five objectives established to achieve in this Study are:

- Identify **barriers and suggestions** to overcome the obstacles,
- Determine the **professional development needs** of Aboriginal employees,
- **Assess the Affirmative Action** program
- Create a **network** and a support system for Aboriginal employees,
- Develop a **strategy and plan of action** to implement recommendations.

DEMOGRAPHICS:

According to MANITOBA EMPLOYEE INFORMATION SYSTEM (MEIS) as of September 1990, there are a total of 19,153 employees in the Manitoba Civil Service with breakdown as follows:

	Total Employees	Percent	ABORIGINAL	Percent
Administrative	4920	26%	223	5%
Managerial	1312	7%	25	2%
Professional	4538	24%	118	3%
Technical	3821	20%	100	3%
Service	1625	8%	108	7%
TOTAL REGULAR & TERM EMPLOYEES	16,216	85%	574	4%
Departmental/Contract/Casual	2937	15%	200(approx)	7%
TOTAL	19,153	100%	774	4%

Of the total Civil Service there are 800 Aboriginal employees or 4.18%. Of this approximately 200 are departmental or seasonal workers. This comprises 25% of total Aboriginal population in the Civil Service.

According to MEIS, Aboriginal people comprise 1.9% of management, or 25 of the 1312 in management positions, representing 7 managerial classifications. The Administrative series (AO) is included within the managerial grouping.

3 of the 25 Aboriginal people in management positions are at the senior officer level. This represents .93% of senior officer positions.

There are 118 or 3% Aboriginal employees in professional categories of the total 4538. They are represented in 20 professional classifications. Most are concentrated at lower levels of professional series.

SUCCESS STORIES

Human resource activities in the next decade will require change in employment practices to match demographic trends and other shifts in the workforce. The concept of `Workforce 2000' attributes positive change to success stories. Success stories have been identified as the single most important factor contributing to positive change, in the perception of negative stereotypes.

Respondents to the Aboriginal Needs Assessment Survey indicate several factors contributing to success in promotion or advancement: a supportive work environment, acting status positions, understanding of fellow-employees, a training and career development plan, on-the-job training, recognition of skill and ability, and a supportive manager.

The following comments are paraphrases of responses made by Aboriginal employees, that indicate successful outcomes for their upward mobility within the Civil Service:

> `I was in an acting capacity for twenty-seven months prior to permanent reclassification. The transfer of the previous manager provided an opening at the management level for me to learn the job under a temporary reclassification.'
>
> `I have a range of background experiences, and am able able to summarize, analyze, and write coherently and concisely. My skills in problem-solving and my people skills contributed to my success. I also have a supportive working environment.'
>
> `I would like to think my work history and ability contributed to my successful advancement.'
>
> `I was hired as an underfill with a training plan towards a Personnel Administrator, monitored under effective performance management.'
>
> `I have knowledge of the court system, excellent public relations skills, and the patience and understanding of employees while I was training. I think these factors contributed to my advancement in the Civil Service.'
>
> `The Career Development Program was responsible for my success.'
>
> `My previous work experience was recognized by management.'
>
> `Affirmative Action special measures influenced the outcome, and my skills and experience were acknowledged through the program.'
>
> `I was on a development plan to advance through on-the-job training.'

These are the stories of people confident in their abilites. The benefit and results of relevant supports and acknowledgement contribute to success. Our recommendations made throughout this report reflect the spirit in which a positive outcome breaks the cycle of obstacles. It is the spirit in which we address, with confidence, the barriers yet to be overcome.

SUMMARY OF SURVEY RESULTS

The results of this survey are organized into four areas correlating to the four objectives of the survey:

I Identifying **Employment Practice Barriers** and ways to overcome barriers.

II Identifying barriers and suggestions for **Professional Development** of Aboriginal employees.

III Assessing the **Affirmative Action** program from an Aboriginal perspective.

IV Establishing an **Aboriginal Network** supporting Aboriginal employees.

I EMPLOYMENT PRACTICE BARRIERS

From the perspective of Aboriginal people in the Civil Service, there are many obstacles present within the employment system of the Manitoba Government that impact negatively on the employment experience, professional development and upward mobility of Aboriginal people. These obstacles are currently far more prevalent than the success stories. The survey of barriers is undertaken to bring into awareness, situations that could also have successful outcomes in a supportive environment.

The values and assumptions underlying this perspective are that employment practices are not separate from the people who make the employment decisions. A dichotomy between the apparent `objective' practices and the people in `authority' is experienced as an obstacle for Aboriginal people, who do not fracture experience in the same way. Aboriginal experience is more connected. **They experience an `employment system' through the human resource people who make the decisions and carry out the human resource responsibilities.**

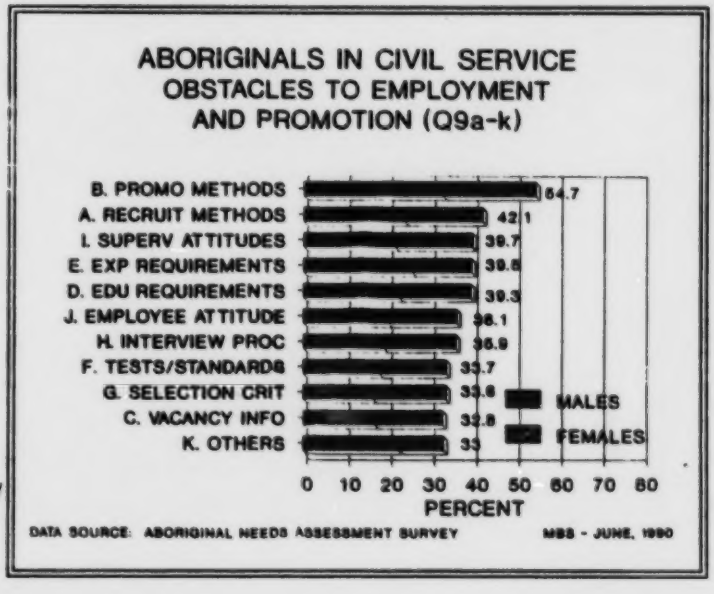
The conflict and tension between competitive employment and a co-operative way of life results in an experience of barriers and obstacles to employment for most Aboriginal people. An Aboriginal perspective conveys a different world view than may be conveyed through the analysis of the obstacles. Some understanding of what Aboriginal people experience and mean by racism and discrimination, and its impact on our way of life helps to interpret the perceptions and comments of Aboriginal employees throughout this report.

From the point of view of Aboriginal identity, the root of all the obstacles and barriers is racism - manifested in many and varied forms, including discrimination, prejudice, bias, and favoritism. Racism is prevalent in a system in which the values underlying `Corporate Culture' are distinctly different from the values of Aboriginal people. The tension and clash in these values produces `protection' attitudes on behalf of those who hold them. Aboriginal people experience racism through lack of support and recognition, alienation in the workplace, negative attitudes and stereotypes.

Racism, discrimination and bias may be characterized as an "old boys' network" of relationships that Aboriginal people do not have access to, as well as attitudes of management, supervisors and fellow employees who share in a `status quo' alien to Aboriginal experience. This network lacks positive role models of Aboriginal people in genuine authoritative positions, as examples of respect, acceptance and a relevant Aboriginal identity for the workplace.

The following obstacles are indicated by survey respondents:

- Promotion & Advancement - More than half of survey respondents - 55%, identify difficulty accessing promotional opportunities. They indicate that advancement relies on a system of favoritism from which they are excluded. The recommendations suggest that the success rate of promotion for Aboriginal people be identified, and the results be used as the basis for creating measures such as career development, special assignments, acting status opportunities etc., to increase promotions for Aboriginal employees.



- Recruitment - Issues similar to those affecting upward mobility also affect recruitment practices, significantly @ 42%. Recommendations to remedy recruitment focus on improving levels, involving Aboriginal people directly in recruiting Aboriginal staff, and providing cultural accommodation to support Aboriginal values.

- Education and Experience Requirements - More than a third of respondents are affected by inflexible job requirements, contending that they are still too high. Recommendations focus on recognizing Aboriginal skills and alternate forms of experience.

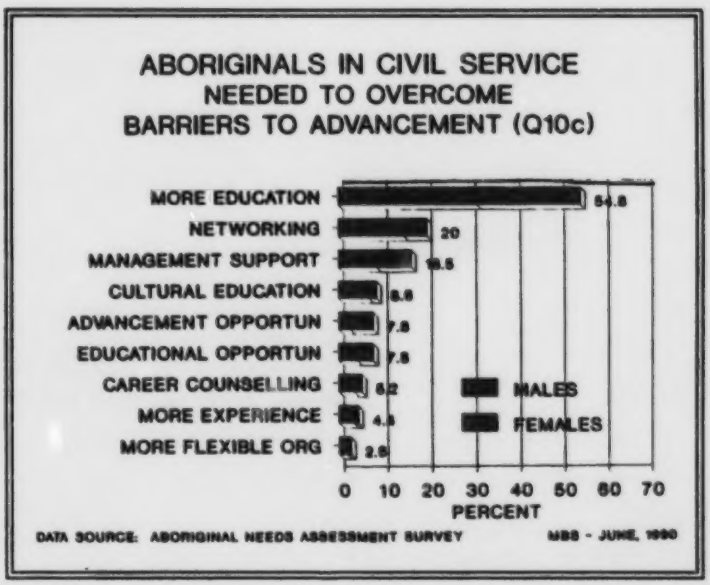
- Selection & Interview - More than a third of respondents also encounter obstacles that are attributed to a culturally-foreign and discriminatory selection process. Remedies focus on Aboriginal representation on the interview board, and co-operative approaches in the interview process, rather than only valuing competitive attributes in selection of candidates.

II PROFESSIONAL DEVELOPMENT

Aboriginal employees responding to the survey are very clear about the need for training and professional development opportunities. The following issues summarize the impact on training opportunities:

- Referring to obstacles, 63% of respondents indicate a need for more education, training and professional development opportunities. (More Education @ 54.8% + Educational Opportunities @ 7.8% = 62.6%)

  When referring to career goals however, 86% of respondents indicate the need for training opportunities.



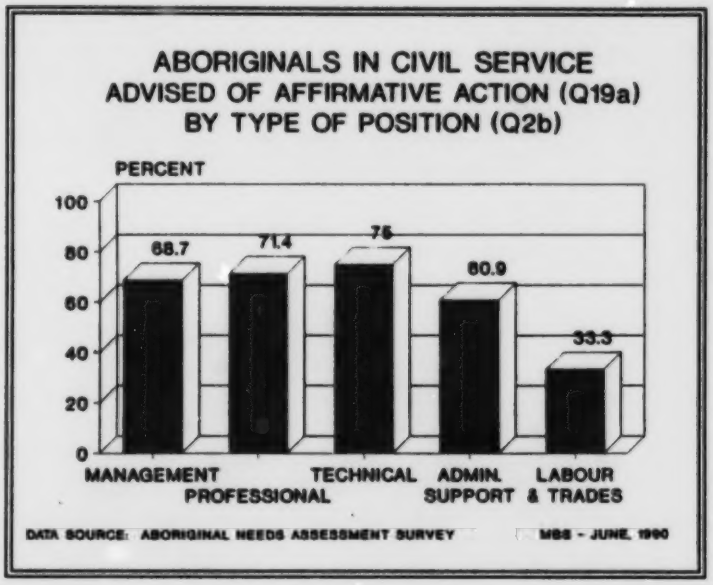
- Aboriginal employees do not benefit from educational leave or assistance provisions, with 58% not aware of the policy. Training related to advancement may not be related to the current job and therefore not available; or assistance only provisions may be inappropriate to permit serious consideration. Recommendations identify the need for information about the policy, and expansion to include provisions for training not "directly job-related" although needed for an identified career path.

- Aboriginal employees experience resistance to training and lack of support from supervisors and managers. Seasonal and part time workers do not have access to development opportunities. There are few career supports or opportunities for on-the-job training, and Aboriginal employees frequently do not understand how the system works. Recommendations include training for fast track development, coping skills for survival in the system, and special measures to obtain education requirements and necessary training.

III AFFIRMATIVE ACTION ASSESSMENT

- The overall assessment of the Affirmative Action program indicates that more than a third of respondents believe it is a good program.

Less than two thirds have been advised of the program, however. This varied by group with management and professional/technical most aware of the policy.

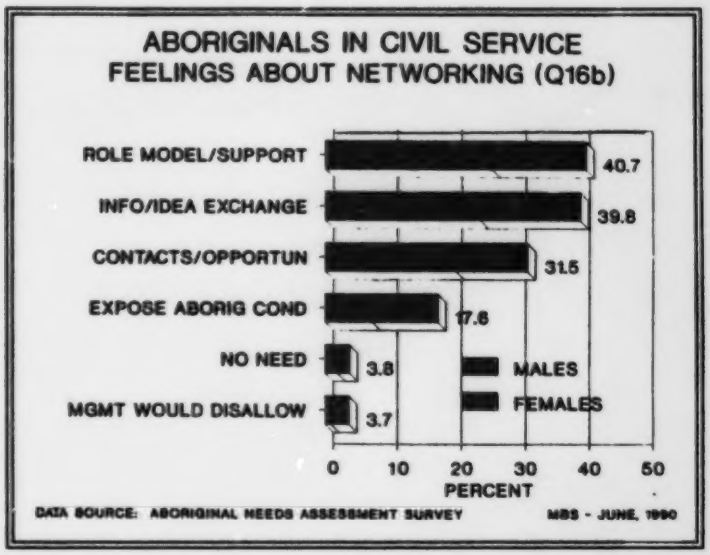


One respondent sums up the issue of Affirmative Action for Aboriginal people, saying that "I am in agreement with it because Aboriginal people need to get their foot in the door that has been systematically discriminatory. We have a long way to go in ensuring sufficient Aboriginals are hired in all areas ie. management and supervisors."

- The majority of respondents say they have been advised of the Manitoba Affirmative Action program, but only 10% have taken any training on Affirmative Action. The comments indicate that Aboriginal employees are unfamiliar with the program, and would like to know more about it. Some think the program should be legislated, while 18% say they believe the program is ineffective because "We need a stronger commitment from Ministers and senior management."

IV ABORIGINAL NETWORK

- The support of other Aboriginal employees in government in the form of a network is necessary for overcoming the experience of isolation and alienation. The large majority of respondents say developing contacts and relationships would benefit Aboriginal employees, and 87% of respondents say they would participate in a networking process. The main benefit Aboriginal people see with networking is role model support @ 41% and information exchange @40%. The ways of networking were identified as meetings and workshops, and an Aboriginal Directory.



CHANGE STRATEGY

The recommendations of this study are specified in each section of the report under suggested remedies and special measures, consistent with the barriers and issues identified in each section. The following action plan includes a compilation of these suggestions, and strategy for implementation. For purposes of this overview, objectives are generic and are summarized accordingly. The sections in which they appear throughout the report provide more specific details. A full list of the recommendations also follows.

Three areas are identified by the Aboriginal Advisory Committee as most critical to change the immediate situation affecting the employment of Aboriginal people in Government: representation, an anti-racism policy, and an Aboriginal network. The remainder are objectives for remedying the employment situation over the long term. The implementation strategy assumes immediate action for the objectives, but lays out a time sequence for achieving the outcomes identified.

1) INCREASE REPRESENTATION OF ABORIGINAL PEOPLE IN MANAGEMENT POSITIONS

The goal is to achieve Aboriginal representation in management proportional to their representation across the government system. Currently there are 4% or 800 Aboriginal people in government. A short term goal is to increase representation of Aboriginal people in senior officer positions to a level equal to their representation in government. The long term goal is still to achieve representation at 10% across the government system, which would include 10% of management positions within the time frame established for the Affirmative Action program.

- Establish strategies for Aboriginal employees to gain experience and attain management roles, that will correct the imbalance in representation, address lack of "executive" role models, and help promote awareness and visibility of Aboriginal people in government.

- Establish **numerical targets** to increase Aboriginal people in **department management** and senior officer positions proportional to their representation in government, with specific numerical targets for departments in line with departmental Affirmative Action plans.

To accomplish this objective the co-operation of departments and Deputy Ministers would be required for implementation, in accordance with the departmental Affirmative Action plan. Departments would be requested to establish such numerical targets and work towards their accomplishment under responsibility for the Affirmative Action program.

2) RESPOND TO THE CONCERNS ABOUT RACISM IN GOVERNMENT

- Develop an "anti-racist" policy to address racism in government, coupled with a training program for the implementation of the policy.

- Establish positions for an "ombudsperson" to oversee the implementation of the racism policy and address grievances.

Under the umbrella of the Affirmative Action program, the objective is to have a policy developed within the first year, and the ombudsman identified, the policy implemented and operational by the second year.

3) CREATE AN ABORIGINAL NETWORK TO SUPPORT ABORIGINAL EMPLOYEES

- Establish immediately, a support network with local, ongoing, regional meetings and workshops, a directory, and a newsletter. Under the support of the ADM for Human resource management in the Civil Service Commission, a directory is in progress, the regional meetings and workshops are planned for summer of 1991, and subsequent to the regional meetings the newsletter is planned for fall of 1991.

4) EXAMINE STAFFING SYSTEMS:

- Bulletin Process - Ensure that bulletins have sufficient response time, and are clearly written (to be checked out by an Aboriginal person); Review the use of "yellow bulletins" as adequate to recruit and promote Aboriginal staff for internal positions;

- Reclass & Appeals - Review the reclassification system and appeal process for systemic barriers, impact, and success rate of Aboriginal employees;

- Point system - Examine the selection process for bias and ethnocentric values in the point system and weighting of qualifications & experience;

- Job requirements - Assess the experience and education requirements in job specifications, for flexibility and alternatives that will not adversely affect Aboriginal people;

- Pay Differences - Assess the pay system for discrimination and differences in pay affecting Aboriginal employees.

In the implementation of this review of employment practices, it is recommended that the bulletin, reclass and appeal process be examined in the first year, as the findings and possible changes to these practices would impact upward mobility. Assessment of the point system, job requirements and pay differences are recommended by the second year.

5) ADDRESS TRAINING, DEVELOPMENT & CAREER NEEDS:

- Ed Leave Issues - Establish educational leave provisions for Aboriginal employees to obtain training to meet bona fide job requirements, and to obtain training not directly job-related but needed for development of an identified career path.

- Restrictions on Training Attendance - Address issues prohibiting or restricting attendance at training courses: supervisory resistance to training for Aboriginal employees; seasonal & part time workers attending training; job-related requirements preventing development of new skills for those in lower classifications; charge-back costs for departments without sufficient resources; and approval time to attend Civil Service courses.

- Training for Aboriginal Employees - Provide training on selection for Aboriginal representatives on boards; on-the-job training, orientation for new employees on upward mobility, and training to facilitate fast track development; training on "How Promotion Works" and "Coping & Survival in the System" Skills; special measures to obtain educational requirements and specific training as indicated by respondents' comments.

- Career Supports for Aboriginal Employees - Establish internal and external inventories of Aboriginal people; develop career paths, mentoring and executive development programs; create bridging positions and accelerated opportunities to gain job experience and educational qualifications; build work-study and Career Day programs for Aboriginal youth to consider government careers.

- Training Courses for Personnel - Provide training, where possible delivered by Aboriginal people, on racism, negative attitudes, and cross cultural sensitivity, for managers, supervisors, Human Resource Personnel, Affirmative Action Coordinators and others who may make decisions concerning Aboriginal people. Provide training to prevent bias on Selection boards, and considerations for Interviewing Aboriginal People.

Implementation over the next three years includes the following strategy:

- By the end of 1991-92 fiscal year to have completed the Aboriginal inventory, a course developed on "How Promotion Works", and an action plan in place for fast track career development; address the restrictions on training, provide training of selection boards on bias, and training on selection for Aboriginal representatives on selection boards .

- By the end of the second year focus on establishing the remainder of the recommendations both for Aboriginal employees and system personnel.

- By the end of the third year ensure that the education leave issues have been addressed and the remainder of the career supports are in place.

6) DEVELOP MEASURES TO BALANCE VALUE DIFFERENCES

Validate Aboriginal Values And Cultural Sensitivity:

- In Department Commitment- Address the need for visible and demonstrated commitment by the Deputy Ministers to enhance the credibility of and accountability for the Affirmative Action program within the department, and support the necessary changes to employment practices at the departmental level.

- In EAP - Establish a position to enhance and validate Aboriginal values in counselling of employees by an Aboriginal elder in the Employee Assistance Program offered by Government, as well as through the referral program for counselling by Aboriginal elders.
  Implement during the first year.

- In Recruitment - Create recruitment teams of Aboriginal employees to plan recruitment and outreach strategies for increasing representation in occupations with few or no Aboriginal employees, and to provide Aboriginal representation on selection boards. As part of a recruitment strategy, establish interviewing in Aboriginal communities where positions are available, and create satellite employment counselling offices in rural and core areas. Develop guidelines on culturally sensitive interviewing.
  Achieve all recruitment measures within three years.

- In Performance Management - Incorporate accountability for recognition of skills and promotion of Aboriginal employees in the performance assessment of supervisors and managers. Implement immediately.

- In the Affirmative Action Program - Examine the effectivenesss of the placement of Affirmative Action Co-ordinators and any role conflict with the responsibilites of carrying out the personnel function. Formulate a progressive working committee of human resource personnel to address the need for innovative approaches to human resource management. Establish the use of "preference" for positions with no Aboriginal representation, and particularly beyond the initial entry level to a series, and management positions. Implement as soon as possible.

- In Alternatives to Credentials and Experience - Recognize skills of Aboriginal people obtained in non-traditional environments, and through volunteer work, band offices and Aboriginal Organizations; Collaborate with educational institutions to establish equivalencies for Aboriginal people to obtain credentials and accreditation through alternative learning and experience for professional and technical qualifications. Implement as soon as possible to achieve the stated objectives (3 years).

Finally, a yearly assessment of achievements is recommended to determine that objectives are on track. The Civil Service Commission in conjunction with the Aboriginal Advisory Committee and Provincial Affirmative Action Co-ordinator, could identify an [external] person(s) for whom there would be no conflict of interest.

RECOMMENDATIONS

RECOMMENDATION 1 - RACISM

- Identify an independent committee to examine the negative attitudes of supervisors and managers and the impact this has on their decisions affecting Aboriginal employees.

- Develop and implement an anti-racist policy in government accompanied by an education program.

- Develop a program to identify and address circular and negative attitudes. Under the conditions of the anti-racist policy, require attendance of any manager or supervisor who may manifest racist behaviour.

- Create an Aboriginal Ombudsman office to investigate and mediate complaints, disputes and grievances.

RECOMMENDATION 2 - OLD BOYS NETWORK

- Decision-makers, managers and selection personnel need to become aware of the impact of their own world view, through cross cultural training and awareness.

- An objective audit of staffing practices and the Classification System needs to be undertaken to examine underlying ethnocentric values and the impact on designated groups that do not hold the same values.

- Expand the system of network relations to provide opportunities to include Aboriginal and other designated groups, with special measures designed to develop new relationships. Expansion of the `old boy's network' can be achieved by holding special initiatives to develop a partnership between senior management/executive levels of government and key Aboriginal leaders, and create a healing relationship with the Aboriginal Community. This would include, for example, the kind of event that the Aboriginal leaders extended to the business community in November 1990, in which Aboriginal Chiefs invited Community Corporate Leaders to Dinner and Ceremonies. They met for a meal outside the context of directly doing business. The purpose was to network.

RECOMMENDATION 3 - ROLE MODELS

- Establish management strategies for Aboriginal employees to gain experience in management roles, to correct the imbalance in representation, to address lack of "executive" role models for Aboriginal people in government, and to help promote awareness and visibility of Aboriginal people.

- Establish a timetable to increase representation of Aboriginal people in senior officer positions proportional to their representation in government, within established Affirmative Action 1, 3, and 5 year targets.

- Ensure that Aboriginal people are represented in key decision-making and management roles of services where Aboriginal people are predominantly the clientele. This would be parallel to the French Language program that allocates positions to serve French clientele. Departments would be responsible for setting specific numerical targets in their departmental Affirmative Action plan.

- In collaboration with the Aboriginal community and network, utilize acting status, secondments and special assignments for suitable Aboriginal employees in professional and technical roles to gain new experience and executive development.

- Create a mentoring program for Aboriginal employees aspiring to management positions.

- Where Aboriginal people have no representation in technical, trades, para-professional and administrative roles, develop underfill positions to provide on-the-job training.

RECOMMENDATION 4 - PROMOTION

- Establish timetables to ensure that professional Aboriginal employees attain positions in key decision-making and management roles, especially where Aboriginal people are underrepresented in management and where Aboriginal people predominate the clientele of services. Use acting appointments proportionately to non-designated groups who receive promotional opportunities.

- Examine the success rate of Aboriginal employees for reclassification. Include information with flow data indicating all aspects of the process, particularly the number of requests received and denied in departments.

- Review applications of those Aboriginal employees who were turned down for reclassification, and examine the classification system for its impact on Aboriginal employees. Take steps to rectify the systemic barriers and bias identified.

- Examine the pay system for differences in renumeration impacting Aboriginal employees, particularly any differences in how the job description reflects the actual job duties and corresponding pay. (Note particularly positions such as airport managers and any pay differential when compared to other equivalent managerial positions in the system. Also consider distinctions in pay and classification within a series, where job responsibilities are essentially the same as for example in the HS series.)

- Ensure that measures are in place within the departmental Affirmative Action plans, for Aboriginal staff to get special assignments that will impact on their promotional opportunities ie. waiving competitions, acting status positions, special assignments, underfill, bridging opportunities, mentoring, etc.

- Negotiate an "Affirmative Action override" provision to facilitate promotion of Aboriginal employees by using preference beyond the current use of entry level to a series.

- Incorporate responsibility for the recognition of skills, support of development, and promotion of Aboriginal employees in the performance appraisal process of managers and supervisors.

- Establish bridging and semi-skilled job opportunities to increase access to higher positions in the classification series.

- Develop career paths for Aboriginal employees.

- Educate Aboriginal employees in how the promotion and classification system works, to reduce perceptions of favoritism that result from lack of knowledge of how the competitive employment system works and provide information on employee rights in respect to the system.

RECOMMENDATION 5 - RECRUITMENT

- Develop a more effective and aggressive outreach strategy involving personal contact and interface with Aboriginal communities, and I.A.N.E. to recruit Aboriginal people into jobs for which they qualify near their home communities and rural environments. Improve job advertising and outreach to ensure that meaningful contact is made within the Aboriginal community and bulletins are circulated within the communities and organizations.

- Ensure bulletins are written in a format that can be understood by and will attract people from Aboriginal communities to apply for positions. For example the Department of Justice obtained feedback from an Aboriginal person, and rewrote the bulletin for a court communicator in Thompson. (see attached sample of both bulletins - Appendix I)

- Develop an intensive government-wide strategy, in collaboration with I.A.N.E., for CSC employment counselling Aboriginal employees and professional staff from departments, to provide information to Aboriginal youth about careers in the Civil Service. These activities would be similar to the `Career Days' program, and the programs of Hydro and Highways. This would accomplish three objectives:
  1) It would enable Aboriginal youth to identify options for jobs and career paths, and the qualifications they need to aspire to these careers.
  2) It would provide Aboriginal youth with actual Aboriginal role models of careers, roles and people which currently may not be available or occupied by Aboriginal people in their home communities.
  3) It would provide a means to recruit graduating Aboriginal youth from the home community on reserves, Metis communities, urban high schools, and directly from universities and community colleges.

- Establish satellite Employment Counselling offices of the Civil Service Commission in the Core Area and (particularly Aboriginal) rural communities as part of an outreach strategy. Staff the leadership positions of the satellite offices with designated groups reflective of the community.

- Develop a process to formulate an Aboriginal inventory (internal and external) of all accepted applications. From the original applicant inventory further incorporate the applications of "qualified" Aboriginal candidates into an inventory for professional & technical positions. This component would be composed of applicants who have been unsuccessful in the competition for which they originally apply, but who are able to do the job based on their qualifications. The inventory would be used selectively to interview candidates for similar positions.

- Recruit entry level to a series from Access programs, Universities, Community Colleges for professional and technical roles in which Aboriginal people are under represented.

- Form recruitment teams that are composed exclusively of Aboriginal employees, to facilitate recruitment a) in areas where the client population is primarily Aboriginal; and b) for positions that have no Aboriginal representation and labour force availability warrants it.

- Establish work/study programs and summer employment programs for Aboriginal people to provide future recruits.

- Examine the design of the `Recruitment System' and the adequacy of the internal bulletin process to meet internal recruitment needs, particularly for lateral and upward mobility of Aboriginal employees.

- Institute as special measures to improve internal recruitment, career counselling & assessment programs, and inventories from the information that results. The inventories would be used to recruit Aboriginal employees for lateral and upward mobility. The career programs would identify the career interests of Aboriginal employees and provide direction for goal achievement.

- Examine the internal recruitment process to ensure that bulletins are received in advance of the closing date and are available where they can be seen by all employees.

- Establish a comprehensive program for new recruits to obtain training and career development information and support. This program would include an orientation package, ongoing support and mentoring, with upward mobility beyond the entry level within 2 years.

- Increase the use of preference to jobs that recruit to classifications beyond entry level.

RECOMMENDATION 6 - EDUCATION QUALIFICATIONS

Remedies for Bona fide requirements where qualifications are "too high":

- Collaborate with educational institutions to review accreditation, establish and validate alternatives to and equivalencies for obtaining professional and technical qualifications.

- Establish educational leave and assistance policies within government and departments to support increasing opportunities for Aboriginal employees to attain qualifications for bona fide job requirements.

- Develop appropriate special measures to enable Aboriginal people to obtain training and development opportunities to meet bona fide qualifications and standards.

Remedy where job requirements are "inflated" or NOT "Bona fide":

- Examine job specifications to ensure they are bona fide and alternatives are developed by departments, to address any inherent systemic barriers.

Remedies where qualifications are "too heavily weighted":

- Examine the selection process for the weighting of qualifications and its impact on Aboriginal people. Ensure that weighting of candidates' qualifications in the interview matches what is necessary to do the job.

- Examine the selection process for how the weighting of qualifications in selection, may involve conscious or unconscious "bias". Address how the criteria is used to weight qualifications to match people to jobs, and the impact on representation of Aboriginal people.

RECOMMENDATION 7 - EXPERIENCE REQUIREMENTS

- Examine experience requirements to ensure that stated role experience is actually necessary to do the job. As recommended in the education section, ensure that experience requirements are valid to meet bona fide safety and efficiency standards.

- Develop criteria to assess and weight candidates' experience on a broad range of skills & experience rather than only on past "role experience".

- Expand the pool of Aboriginal candidates for competitions to include recognition of skills obtained through alternate means. This includes credit for on-the-job experience, transferable skills, and work in Aboriginal associations and organizations.

- Utilize on-the-job training, job rotation, probation period, underfill, acting status, and special assignments to develop experience and expose more Aboriginal employees to new job opportunities.

- Provide training and exposure to staff on interviewing boards to ensure that assessment of candidates' experience does not perpetuate cultural bias.

RECOMMENDATION 8 - SELECTION

- Aboriginal people must be represented on selection boards.
- Examine the use of a "point system" as an effective tool to assess experience and compare candidates competitively, for its impact on the selection of Aboriginal candidates. Consider alternative ways to assess competence and suitability.
- Examine selection criteria for relevance to the job, considering any bias, discrimination, and impact on Aboriginal people. Consider alternative values and methods for determining selection than the use of competitive situations, for example collaborative and co-operative, etc. (for both the skills and abilities of candidates and the means used in the process).
- Examine the impact of the selection process and selection criteria on Aboriginal candidates in conducting the audits of selection results.
- Develop a special course for identifying cultural and racial bias in the selection and interview processes. As an alternative, expand the present "Recruitment & Selection" course to include concepts of racial bias and cultural diversity, where these impact the selection of candidates.

RECOMMENDATION 9 - INTERVIEW

- On-going Aboriginal awareness, value clarification, and cross cultural training, is necessary for personnel administrators, affirmative action co-ordinators, managers supervisors, and staff who interview or work with Aboriginal clients.
- Aboriginal representation on interview boards is critical to balance cultural bias and ethnocentric behaviour of interviewers.
- Aboriginal employees identified to participate in the interview require training in the recruitment and selection process.
- When appropriate to the job or selection of candidate, conducting interviews in the Aboriginal setting or community, and in the Aboriginal language where relevant, promotes understanding and cultural sensitivity.
- Guidelines on culturally sensitive interviewing, particularly for interviewing Aboriginal candidates, need to be developed. These guidelines would be used by interviewers and monitored by management and personnel on an on-going basis. Guidelines would also be available to candidates to ensure they know what to expect in the interview, and can be assured of equitable treatment in assessing their skills and abilities.
- A training course on "Interviewing Aboriginal People" also needs to be developed to promote the use of the guidelines, and to ensure clear knowledge and understanding of the application of Affirmative Action principles and policy to the interview process.

RECOMMENDATION 10 - PROFESSIONAL DEVELOPMENT

- Develop a special measure by which to identify, systematically, career goals, interests and potential of Aboriginal employees and include this information in the departmental Affirmative Action plan. Formulate objectives for Aboriginal employees within the department to obtain career development assignments and fast track career training.

- Disseminate **job information** to interested Aboriginal employees for a wide range of occupations, particularly where they are under-represented ie. management and technical positions.

- Provide **accelerated opportunities** for Aboriginal employees to upgrade their skills and abilities, with a view to preparing them for the next step on their career ladder. Acceleration requires initiatives to support career exploration and planning, apprenticeship programs, internship, mentoring, bridging opportunities, job rotations, educational leave and secondments.

- Address **prerequisites for entrance to courses** to include part time status, seasonal workers and issues of occupational status, that prohibit relevant training. Ensure departments undertake responsibility for alternative employee development, rather than just directly job-related training for Educational Leave policies and training practices.

- Identify issues preventing Aboriginal staff from obtaining sabbatical and educational leave to complete or obtain essential qualifications for their current role or career path.

- Introduce a training and **development package** to orient new Aboriginal employees to requirements for upward mobility.

- Where **charge-back costs** for training and development are prohibitive to some departments, develop an initiative to provide **equitable opportunities** for Aboriginal employees to receive training, to enable them both to do their present job better and prepare them for additional responsibilities involving upward mobility.

- Address issues in which the supervisors either refuse to allow or do not support attendance at Civil Service and other courses, because it requires time away from role responsibilities under conditions of restraint, few resources or other prohibitive reasons.

- Address the length of time taken to obtain approval to attend Civil Service training.

RECOMMENDATION 11 - AFFIRMATIVE ACTION

- As the Affirmative Action Policy was originally signed in 1984, an update of the policy signed by this Administration would establish current goals and reconfirm commitment to achieve a representative civil service for Aboriginal people.

- There is a need for leadership by the Minister responsible for Affirmative Action, as well as a need to strengthen the accountability for Affirmative Action by Deputy Ministers through a critical review of departmental progress and accountability to Cabinet for results.

- Although monitoring of statistical data on representation is conducted, visible and demonstrable commitment by Deputy Ministers at departmental levels would enhance the credibility of the Affirmative Action program and support change to the employment practices within departments.

- Formulate a working committee of innovative and progressive, selected personnel to address the issue of role conflict of personnel administrators/Affirmative Action Co-ordinators. The committee would be composed of Personnel Directors, Affirmative Action Coordinators, Aboriginal representatives and an organizational development consultant with employment equity expertise, to address this issue. Selection would be made by the Aboriginal community and the provincial Affirmative Action Coordinator each selecting an equal number.

- Shift the focus of Affirmative Action for Aboriginal people, from getting Aboriginal people into the organization to ensuring representation **across all occupational groupings and levels of classifications** by establishing Affirmative Action strategies in specific occupational areas.

RECOMMENDATION 12 - NETWORKING

- In developing necessary supports for Aboriginal people in the system, a counselling function consistent with Aboriginal culture and values is relevant within the context of the Aboriginal network. A role for an Aboriginal elder in the Employee Assistance Program is recommended. The elder role would provide counsel and advice to Aboriginal staff and others affected by racism, discrimination and the negative attitudes, and its consequent assault on confidence and self-esteem.

- A support strategy is needed to enable Aboriginal employees to understand better how the system functions, and to identify the "coping" skills necessary to survive and thrive in the system. It is also important to identify a means to track Aboriginal employees to determine how they "fair" in the system, and inform them of their employee rights.

- Proceed immediately with the development of a provincial Aboriginal network with regional and local meetings and workshops.

- Develop a directory of Aboriginal employees in the Manitoba government corresponding to the network, and make the directory available to Aboriginal employees and the Aboriginal communities in Manitoba.

- Develop a Newsletter to provide information on the Aboriginal network.

CIVIL SERVICE

ABORIGINAL NEEDS ASSESSMENT

PART II: SURVEY -

QUESTIONNAIRE & ANALYSIS

INTRODUCTION

PURPOSE:

The Aboriginal Needs Assessment Survey Analysis has been conducted to determine the challenges and obstacles facing Aboriginal employees in the Manitoba government, and to use the data to identify special measures and opportunities to meet the needs of Aboriginal employees.

OBJECTIVES:

Five objectives have been established for this Survey:

- Identification of any **barriers** with suggestions for ways in which these may be overcome,
- Identification of **professional and developmental needs** of Aboriginal employees,
- Assessment of the **Affirmative Action** program from an Aboriginal perspective, and
- Establishment of a **network** and a support system for Aboriginal employees.
- Development of a **strategy and a plan of action** to address needs and recommendations.

BACKGROUND:

In response to the 1989 Interprovincial Association of Native Employment conference, an Aboriginal Advisory Committee on Affirmative Action was established in January 1990 by the Assistant Deputy Minister of Human Resource Management, of the Civil Service Commission. The mandate of the committee is to provide data and advice to the Affirmative Action program for increasing representation of Aboriginal people at all levels within the Manitoba Civil Service, in all occupations and in all categories of employment to 10% of the employee population. The overall purpose of the committee then, is to guide the development and implementation of strategies to improve the proportionate representation of Aboriginal employees in government.

The above aims of this survey are consistent with the terms of reference of the Aboriginal Advisory Committee, which are:

1. Establishing a network of Aboriginal employees to provide an internal support system for Aboriginal employees.
2. Identifying the developmental needs of Aboriginal employees and recommending strategies to address such needs.
3. Establishing an inventory of Aboriginal employees willing to assist in selection boards or in the delivery of training programs within the Manitoba Civil Service.
4. Developing strategies for improving outreach recruitment efforts and retention of Aboriginal employees.
5. Identifying issues, barriers and concerns with respect to the employment of Aboriginal people and recommending strategies to address such concerns.
6. Providing input, advice and recommendations on the Affirmative Action Program in government.
7. Establishing a sustaining structure for Aboriginal employees in the Manitoba Civil Service.

METHODOLOGY:

Participation

In order to fulfill part of the terms of reference and mandate, and have "grassroots" input from the Aboriginal community, the Aboriginal Advisory Committee has conducted this province-wide needs assessment survey of Aboriginal employees in the Manitoba government.

Questionnaire

The survey has been conducted by questionnaire. The 8 page questionnaire has been constructed and designed by the Aboriginal Advisory Committee with sample questionnaires obtained from the Civil Service Commission Affirmative Action Survey & PACE Aboriginal Survey.

It was the decision of the Aboriginal Advisory Committee to concentrate on five main areas for the survey as outlined in the objectives: professional and developmental needs, barriers, a network and support system, Affirmative Action from an Aboriginal perspective, and a strategy and plan of action to address the resulting needs and recommendations.

The design of the questionnaire has been revised several times and the final product carefully examined by the Aboriginal Advisory Committee. As of April 2, 1990, 760 questionnaires have been mailed to Aboriginal Employees.

The questionnaire was sent to Aboriginal employees who had previously self-declared for purposes of Affirmative Action, including Aboriginal departmental staff from Natural Resources and Highways.

All completed questionnaires have been treated in the strictest confidence.

Response Rate

The following techniques have been used to increase the response rate:

- Voluntary and confidential participation;
- Addressing the accompanying letter to the home address as "personal";
- Using the Government inter-departmental mail for return of questionnaires;
- Using Baker Graphics to assist in developing a professional questionnaire.

Extension of the original deadline from April 20 to May 22, 1990 was made because of the low rate of returns by the date initially established, and slowness of the mail in the Northern regions.

A phoning "blitz" was recommended and undertaken by the Aboriginal Advisory committee to encourage Aboriginal employees to fill out the questionnaires. The rationale for contacting Aboriginal employees by phone to increase the response rate has been made on the assumption that Aboriginal employees would be more responsive and cooperative if the questionnaires and phone calls come from Aboriginal staff.

Statistical Data

The statistical results of the Aboriginal Needs Assessment Survey have been computed by the Manitoba Bureau of Statistics (including charts and tables). The statistical reliability of the survey results is based on the number of responses to each question. According to the Bureau of Statistics the results of this survey are within +5.7% of a true result, with a 95% confidence rate (ie. 19 out of 20 times).

Consideration of possible survey bias is also addressed by the Manitoba Bureau of Statistics. Bias would have resulted if the survey respondents had not been a sample representative of all Aboriginal civil servants. The 738 Aboriginal people who have been sent the questionnaire are considered to be the total pool of all Aboriginal people employed in government, by definition as those who have self declared Aboriginal status for statistical purposes under Affirmative Action.

Only Aboriginal employees who had previously self declared were contacted for this survey, and are therefore considered by self definition as the total pool of Aboriginal employees in government for statistical purposes.

Written Comments

A verbatim compilation of all the written comments of respondents to each question in the questionnaire is also included with the raw data of this report. This compilation is also provided by the Manitoba Bureau of Statistics.

Comparative Analysis and Interpretation of Data

The interpretation of the data is based on a correlation of written comments with statistical results, and a collective assessment of the critical issues by the Aboriginal Advisory Committee. The Committee aimed for consensus within the Aboriginal tradition, as much as possible. The final analysis is undertaken to be consistent with the established objectives of the survey.

An adverse impact analysis has also been included in the interpretation of the data. Adverse impact is used to analyze discriminatory obstacles, barriers and needs of groups designated under the Affirmative Action program.

> "Adverse impact is the statistically measurable result of an employment practice or process, usually expressed as a percentage. The practical statistical standard which serves as a test of adverse impact is the 80 percent rule. This rule means the impact of a practice or process on target group members would be within 20 percent of the impact on other individuals. Specifying a 20 percent margin rather than a higher degree of conformity permits a reasonable range of variation to allow for random chance and differing conditions." (From: Affirmative Action Technical Training Manual, Employment & Immigration, Canada 1982, page 93)

RESULTS:

In addressing possible survey bias, a comparison of the respondents' characteristics to the characteristics of Aboriginal Civil Servants is made to show the **respondents as representative of the total pool of Aboriginal employees in government - by self definition the 738 persons receiving questionnaires.** The comparison includes job location and gender with the variation very slight for both criteria, less than 10 percentage points. As the sample used in the survey appears representative of all Aboriginal Civil Servants, survey bias is not a concern in these survey results.

Of the 760 questionnaires sent out, approximately 40 have returned to the Aboriginal Advisory Committee office for a variety of reasons, such as wrong address, tenant moved, employee quit etc. Of the remaining 720, 28 have been located and 10 people report that they are not of Aboriginal descent and request their names be removed from the list. The remaining total of 738 provide **210 respondents** for this survey for a **response rate of 29%.**

The results of the survey include:

- The raw data showing the **Statistical results** for each question of the survey, compiled by the Manitoba Bureau of statistics;
- **Graphs** showing the statistical results of the raw data, compiled by the Manitoba Bureau of Statistics
- **Compilation of written comments** taken directly from the survey, and provided by the Manitoba Bureau of Statistics
- **Comparative analysis** of the statistical data and results including calculations of percentages based on the total number of responses, and cross comparisons by working group and gender; (immediately following)
- **Interpretations of comments** and significance of the statistical data according to an adverse impact analysis; (see Summary of Survey Results)
- **Recommendations, strategy and action plan** of the Aboriginal Advisory Committee. (see Summary of Survey results)

<u>Limitations of the Study</u>

The conclusions of this study are drawn on the 29% response rate of survey, and have some limitations according to assumptions about the size of the sampling for the survey. The sampling of 210 responses, of the 760 questionnaires sent, reflects a portion the total population of Aboriginal employees in government.

In follow-up telephone conversations with many Aboriginal employees, the following assumptions are made about why many Aboriginal people do not respond:

- Aboriginal people are "studied to death".
- Few have hope or optimism that anything will come about from the survey or recommendations.
- The survey is long, and the questions lengthy.
- The language of the questionnaire is considered by many to be difficult to understand, without someone to clarify what is being asked.

In addition, the Aboriginal Advisory Committee recognizes that the Aboriginal bias of the Committee members and Co-ordinator is inherent in the interpretations of the comments and relevance of the statistics and survey, but considers this perspective to be part of the 'public trust' of the mandate and task at hand for determining the issues from an Aboriginal perspective.

CIVIL SERVICE

ABORIGINAL NEEDS ASSESSMENT

SURVEY QUESTIONNAIRE

MANITOBA CIVIL SERVICE ABORIGINAL NEEDS ASSESSMENT QUESTIONNAIRE

The purpose of this questionnaire is to assess personal and professional needs of Aboriginal staff in the Manitoba Civil Service and to develop a strategy to implement identified needs.

1. Female _____ Male _____

2(a) Present Classification _____

2(b) Check one: Management _____ Professional _____ Technical _____

Admin. Support/Clerical _____ Labour/Trades _____

3 Do you supervise any staff? Yes ____ No ____
How many? _____

4. Work Location: Winnipeg _____ Brandon _____ The Pas _____

Dauphin _____ Thompson _____ Selkirk _____

Portage la Prairie _____ Other _____

5. Job Status: Permanent _____ Term _____ Seasonal _____

Contract _____ Casual _____

Are you Full-time _____ Part-time _____

6. Length of time employed by the Civil Service: _____

Length of time in present classification: _____

7(a) Have you been appointed to a position at your department or promoted within the Civil Service during the past four years? Yes ____ No ____

7(b) If yes, what factors contributed to your successful promotion or advancement? _____

_____

8(a) As an employee of the Civil Service, have you applied for any promotional or career opportunities in the last four years?
Yes ____ No ____

If yes, how many times? _____

How many opportunities were granted? ____

If the opportunity was denied did you request the reasons for denial?
Yes ____ No ____

If yes, were reasons satisfactory to you? Yes ____ No ____

Did you feel that other factors influenced the decision to deny?
Yes ____ No ____

If yes, please explain: _____

_____

_____

8(b) While an employee of the Civil Service have you requested a transfer/job reassignment in the last four years? Yes ____ No ____

If yes, how many times? ____

How many were granted? ____

Were reasons given if the opportunity was denied? Yes ____ No ____

Did you feel that other factors influenced the decision to deny?
Yes ____ No ____

If yes, please explain: _____

_____

_____

9. In your opinion, or in your experience, do any of the following hiring practices present obstacles to employment or promotion in the Manitoba Civil Service:

a) way of recruiting staff within the Civil Service? Yes ____ No ____

Please explain: _____

_____

b) way of promoting staff within the Civil Service? Yes ____ No ____

_____

_____

c) accessibility of information about vacancies within the Civil Service?

Yes ____ No ____

d) educational requirements? Yes ____ No ____

e) experience requirements? Yes ____ No ____

f) screening procedures, tests or standards? Yes ____ No ____

g) selection criteria? Yes ____ No ____

h) interview process? Yes ____ No ____

i) attitudes to hiring and selection of staff displayed by supervisor?

Yes ____ No ____

j) attitudes to hiring and selection of staff displayed by fellow employees? Yes ____ No ____

k) Others? Yes ____ No ____

Please identify: _____

10(a) Do you face difficulties in carrying out your current job responsibilities? Yes ____ No ____

_____

_____

_____

10(b) Do you face barriers in moving up in the system, job or career?
Yes ____ No ____

Please explain: _____

_____

10(c) What would help to overcome these barriers? (ie. training, courses, networking) Could you specify? _____

_____

_____

11(a) Do you have any career plans or goals within the Civil Service?
Yes ____ No ____

11(b) If yes, do you need more training (i.e. education, skills, experience) you need to achieve that goal? Yes ____ No ____

If yes, please identify: _____

_____

12(a) What are the major challenges or problems, if any, you face in achieving your goal within the Civil Service?
(check as many as apply)

____ lack of formal education

____ lack of on-the-job training

____ no internal training opportunity

____ no bridging job opportunity

____ lack seniority

____ lack of opportunities for developmental skill

____ my experience/skills not recognized

____ family responsibilities

____ attitudes of fellow employees

____ attitudes of supervisors/management

____ lack of encouragement/support of management

____ lack of acceptance and support from co-workers

____ qualifications asked for are overstated and unnecessary

____ lack of job modification to accommodate my needs

____ lack of information about career opportunities

____ lack of confidence to access opportunities

____ workplace attitudes to promotion of aboriginal staff

What other major challenges, if any, do you face in achieving your goal?

Please specify: _____

_____

_____

_____

12(b) In your opinion have any of the above changed over the last four years?
Please comment: _____

_____

_____

13. What kind of personal or professional support (training, networking) would help you do your job better or prepare you for additional responsibilities? _____

_____

_____

14. Has your present supervisor discussed your career plans or future job possibilities with you? Yes ____ No ____

15. Are you aware that the Manitoba Civil Service has an Educational Leave/ Assistance Policy? Yes ____ No ____

Have you applied for Educational Leave/Assistance in the last year?
Yes ____ No ____

Did you receive this in the last four years? Yes ____ No ____

Were you provided with satisfactory reasons for denial?
Yes ____ No ____

Please comment: _____

_____

_____

16. Would networking (contacts or developing relationships) with other Aboriginal staff benefit you? Yes ____ No ____

Please explain: _____

_____

_____

17. Do you have any suggestions on how networking would work in the Civil Service? _____

_____

18. Would you participate in a networking process?
(ie. Meeting regularly/or occasionally) Yes ____ No ____

19(a) Have you been advised of the Manitoba Government Affirmative Action program? Yes ____ No ____

19(b) Have you ever taken any Affirmative Action training? Yes ____ No ____

20. Do you have any comments on the Manitoba Affirmative Action program?

_____

_____

21. What do you suggest can be done to ensure a fair representation of Aboriginal people in the Civil Service? _____

_____

_____

22. What would you like to see the Manitoba Government do to assist you in meeting your career goals? _____

_____

_____

23. Other comments: _____

_____

_____

24. Would you be interested in receiving a summary of this analysis?
Yes ____ No ____

Please return the completed questionnaire by inter-departmental mail by April 20, 1990, to the Attn:: Louise Chippeway, Aboriginal Coordinator on Affirmative Action, Civil Service Commission, 935 - 155 Carlton Street.

Thank you for taking the time to answer the questionnaire. For more information, please call Louise at 945-1628.

PLEASE DETACH

This page can be detached from the questionnaire and mailed separately.

Would you be interested in participating in one of the following, if so please check those which interest you.

____ Seconded Trainer for the Civil Service

____ Resource for Outreach Recruitment, Board Selection

____ Inventory of Aboriginal Employees
(for job opportunities)

____ Directory of Aboriginal Employees (personal, networking)

NAME: _____

DEPARTMENT: _____

ADDRESS: _____

PHONE: _____

Send to:

LOUISE CHIPPEWAY
Aboriginal Coordinator on Affirmative Action
Human Resource Management Division
Civil Service Commission
935 - 155 Carlton Street
Winnipeg, Manitoba
R3C 3H8

If you have not already self-declared or know of a friend or colleague who has not self-declared, please have them complete the following page and forward to the above address, Attn: Louise Chippeway.

April 2, 1990

Dear Colleague:

Tansi, aneen and han ho from the Aboriginal Advisory Committee on Affirmative Action.

The mandate of our advisory committee is to be a support to Aboriginal employees in government, and a resource to the civil service for increasing representation of Aboriginal people. The committee has chosen as its first task, a needs assessment survey of Aboriginal employees in government. The purpose of the survey is:

- to identify any barriers and suggest ways in which these may be overcome,
- to identify professional and developmental needs of Aboriginal employees,
- to assess the Affirmative Action program from an Aboriginal perspective,
- to establish a network and a support system for Aboriginal employees, and
- to develop a strategy and a plan of action to address needs and recommendations.

To assist us in meeting the survey objectives, we are asking you to take some time to fill out the attached questionnaire. All responses will be received in the strictest confidence. Also, if you know of Aboriginal employees who have not received this questionnaire, please ask them to telephone me at 945-1628.

Please complete and return the questionnaire by April 20, 1990. If you have any questions or concerns about the questionnaire or the Aboriginal Advisory Committee please feel free to call me.

We look forward to your cooperation and support on this challenging venture.

Megwetch,

Louise Chippeway, Chair
Aboriginal Advisory Committee

cc: Aboriginal Advisory Committee members

CIVIL SERVICE

ABORIGINAL NEEDS ASSESSMENT

COMPARATIVE ANALYSIS

ABORIGINAL NEEDS ASSESSMENT
COMPARATIVE ANALYSIS

Not all respondents answered every question, so the total number of responses varied with each question. The primary analysis is based on the raw data, which varies for each question, whereas the comparative analysis of male/female and the occupational groups is based on calculations of the total number of respondents: 210.

1. Distribution:

There are 210 returned questionnaires for a total response rate of **29%.**
Female - **55%** or 115 female responses
Male - **45%** or 95 male responses

2. (a) Classification:

The total number of responses for this question is 204. The following responses are based on the perceptions of the respondents with respect to their classification and grouping:

Grouping	Classification	Total	%
Management	P(2), AO, CC, CL, EB, FR, FW, HS, NR PM(2), RM (3) SO	16	8%
Professional	N(2), P(2), AO, AS, BL, CC, CI, CM, DA, EB(2), FW(5), HR(2), HS(13), HV, JC(3), NM, NR, OC(8), PL, PM(13), RR, Y(17), GOF	80	39%
Technical	EA, IM, RS, X2A	4	2%
Admin. Support	AK(2), AO(2), AY(27), CL(21), CT(4), KO, PM(2), PT, RM(4), SW, WP(3), Y(3)	71	35%
Labour/Trades	AQ, AY, BW(4), CU(2), FR(3), FS, KA, PM, RM, SK(4), ST, SW, TR, WT, Y(6) DEX, LAB, MAN(2)	33	16%
	TOTAL	204	100%

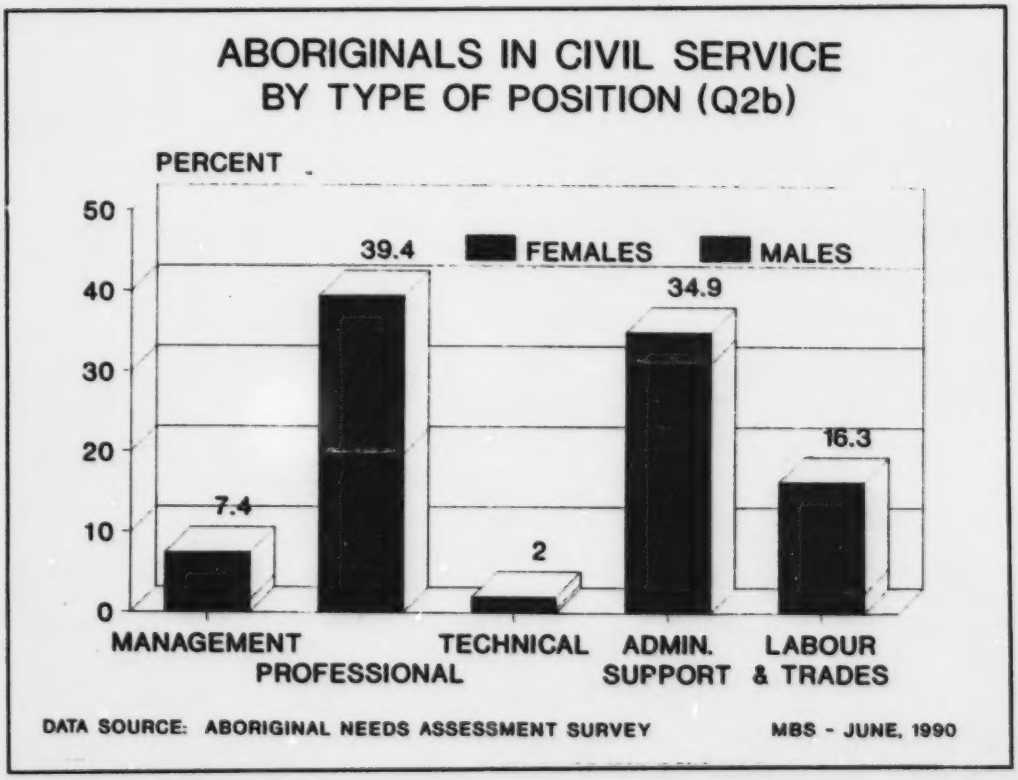
These figures are used in a group comparative analysis.

According to the Civil Service Manitoba Employee Information System (MEIS) classification system the actual distribution of respondents is as follows:

MEIS CLASSIFICATION						
STAFF YEAR CATEGORY	CODES				TOTAL	%
	FEMALE	%	MALE	%		
Management	AO(3)	(3) 25%	AO, RM(8)	(9) 75%	12 (100)	6%
Profession	GOF, HS(11) P,PI, PM(7) X2A, Y(8)	(30) 47%	ABE, AS,BL, C1C(3), EB6 GOF, HS(4) IM2, JC(3) P(3), PM(8) RR, Y(6)	(34) 53%	64 (100)	30%
Technical	EB, N(2), NM DOE	(5) 17%	AOE, AQ, CU(2), EB, FR(4), FS, MAN(2), N, NR(3), PT, RS, TRH, WT, Y(4)	(24) 86%	29 (100)	14%
Administrative/ Support	AK(2), AY(27) BW, CC, CM, CT(5), CWR, DA, FW(4) FW(4), HV, KO, OC(4) SK, SW, Y(3) WP(3), CL(19)	(76) 73%	BG, BW(3) CC, CL(3) CWR, FW(5) HR(2), OO, OC(5), SO, SK(4), ST	(28) 27%	104 (100)	50%
TOTAL		114		95	209	100

2. (b) Respondents by classification grouping.
There are 203 respondents for this question.

Group	Number of Respondents Males	Females	Total	% of all Respondents
Management	12	3	15	7%
Professional	40	40	80	40%
Technical	3	1	4	2%
Admin. Support	8	63	71	35%
Labour/Trades	28	5	33	16%
TOTAL	91	112	203	100%



3. **Do you supervise any staff?**

There are 196 respondents to this question. 78% of respondents say they do not supervise staff. 15% of supervision is done by males. Supervision of staff is primarily in the management category at 88% and least in the technical and admin. support category @ 0 and 8% respectively.

4. **Work Location:**
There are 204 respondents to this question.

Respondents identify the following work locations:

Work Location	Total	% of Respondents	% Gender Distribution	
			Female	Male
Winnipeg	102	50%	70%	30%
Brandon	6	3%	50%	50%
The Pas	14	7%	70%	30%
Dauphin	7	3%	70%	30%
Thompson	27	14%	40%	60%
Selkirk	7	3%	40%	60%
Portage	7	3%	50%	50%
Other	34	17%	25%	75%
TOTAL	204	100%		

5. (a) **Job Status:** There are 200 respondents to this question.

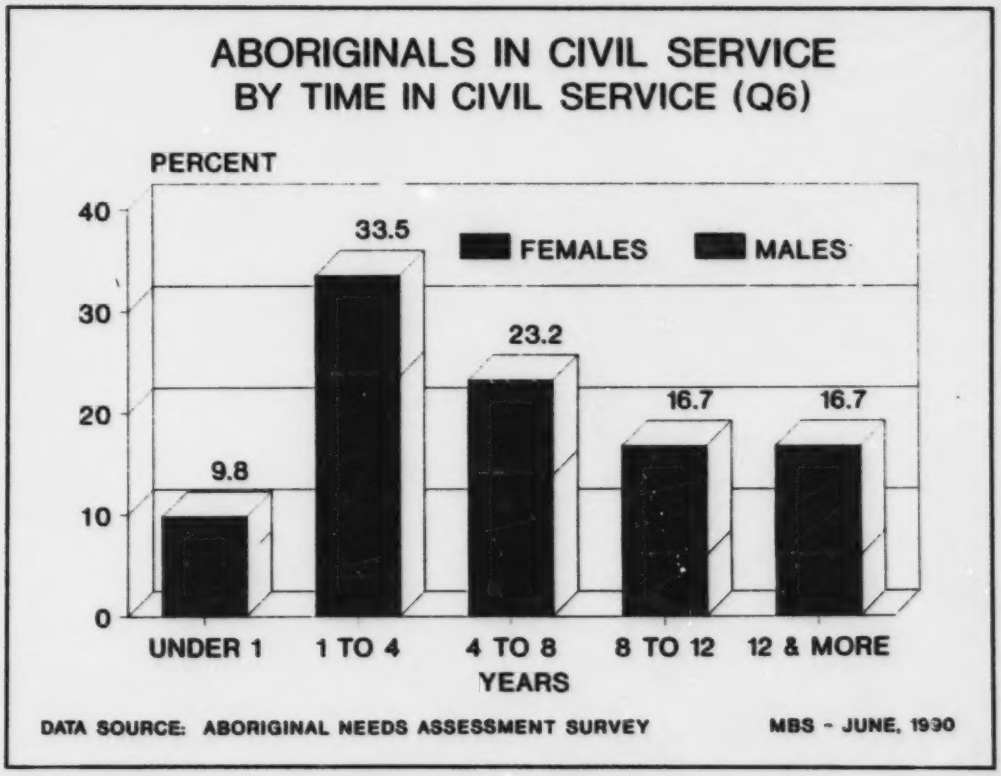
Job Status	Total	% of Respondents	% Gender Distribution	
			Female	Male
Permanent	147	73%	55%	45%
Term	43	22%	60%	40%
Seasonal	6	3%	15%	85%
Contract	2	1%	100%	0
Casual	2	1%	50%	50%
TOTAL	200	100%		

(b) There are 189 respondents to question. There are 179 or 95% full-time employees and 10 or 5% part-time employees. 57% of the full-time employees are female.

6. (a) **Length of time employed by the Civil Service:**
There are 198 respondents to this question.

Time	Total	% of Respondents	% Gender Distribution Female	Male
4 years or less	88	44%	70%	30%
4 to 8 years	47	24%	60%	40%
8 years or more	63	32%	35%	65%

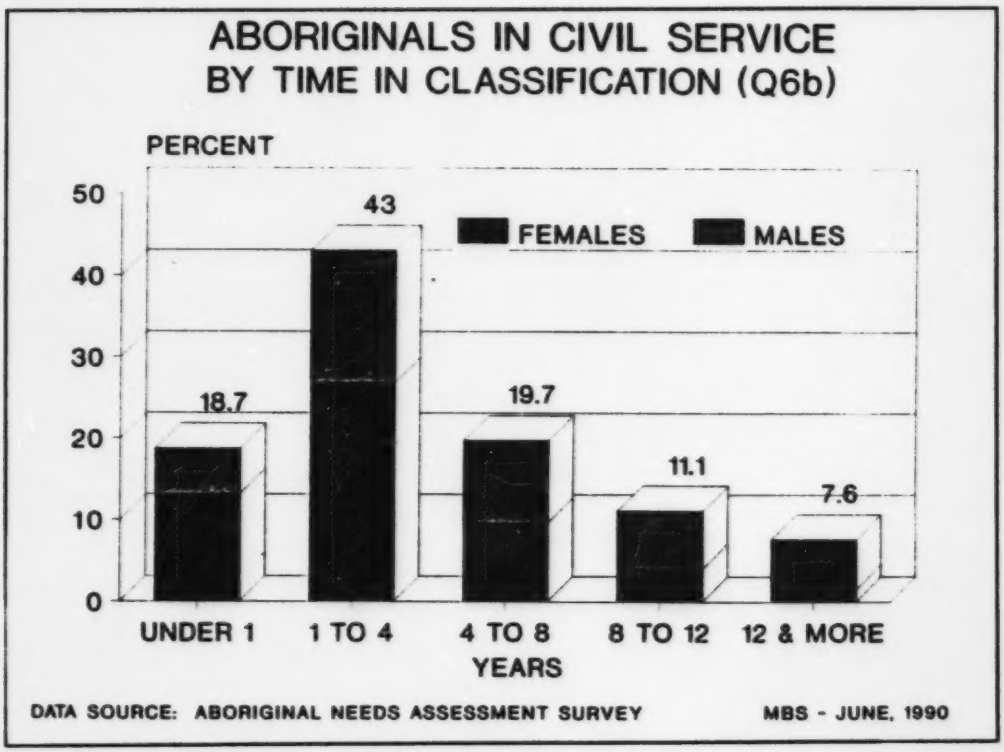
In the "4 years or less" category, cross referenced with group comparison the results are as follows: management @ 31%, professional @ 39%, technical @ 25%, admin. support @ 55%, and labour trades @ 36%.



(b) Length of time in present classification:
There are 194 respondents to this question.

Time	Total	% of Respondents	% Gender Distribution Female	Male
Less than 4 years	123	63%	65%	35%
4 to 8 years	38	20%	50%	50%
8 years or more	33	16%	30%	70%

In the "less than 4 years" category cross referenced with group comparison the results are as follows: management @ 69%, professional @ 54%, technical @ 50%, admin. support @ 72%, and labour trades @ 48%.



7. **(a) Have you been appointed to a position at your department or promoted within the Civil Service during the past four years?**

24% of respondents (14 male, 33 female) indicate an appointment or promotion in the last 4 years. Appointments and promotion are primarily in admin. support @ 43% of all appointments.

(b) See success stories

8. **(a) As an employee of the Civil Service, have you applied for any promotional or career opportunities in the last four years?**
There are 199 responses to this question.

47% or 93 of the respondents say they have applied for promotional or career opportunities in the last 4 years. Of the respondents who applied for promotion in last four years **62%** are **female, 38% male.**

The perceived factors leading to denial are primarily "favoritism" and "discrimination" @ 50% and 29% respectively.

In a comparative analysis, there is a high significance for all 5 groups applying for promotional or career opportunities with a range from **41% - 52%:**

Admin. Support	-	**52%**
Technical	-	**50%**
Management	-	**44%**
Labour Trades	-	**42%**
Professional	-	**41%**

(b) While an employee of the Civil Service have you requested a transfer/job reassignment in the last four years?

21% of respondents say they have requested a transfer or job reassignment in the last 4 years of which **50%** are **female**

In contrast to promotional opportunities the requests for transfer are considerably lower with a range from **13% - 24%** for all groups (but technical where 2 out of 4 indicated transfer):

Technical	-	**50%**
Labour Trades	-	**24%**
Professional	-	**21%**
Admin. Support	-	**20%**
Management	-	**13%**

The perceived factors to denial for transfer are "lack of management support" and "favoritism" @ 46%.

9. **In your opinion, or in your experience, do any of the following hiring practices present obstacles to employment or promotion in the Manitoba Civil Service:**

a) **Way of recruiting staff within the Civil Service?**

41% of respondents say recruitment practices are adversely affecting Aboriginal staff in significant numbers, with a similar impact on Aboriginal men and women.

The primary **reasons** cited are **"favoritism" @ 38%** and **"too much from within" @ 24%.** Other factors are "more Aboriginal involvement", "discrimination", "staff should be first", "lack requirement", "long delays" and "method not known".

Both **female** and **male** identify "favoritism" as the primary factor **@ 20%** and **17%** respectively, followed closely by "too much from within" for females **@ 18%** and males **@ 8%.**

The recruiting method presents a significant obstacle to employment and promotion for **all 5 groups**, with a range from **50%** for technical and **33% - 38%** for other groups.

In the **written comments 25%** of each group considers the recruiting method to be an obstacle to employment or promotion with a range from **25%** of management to **33%** for labour/trades. The most significant obstacle is also "favoritism" for management, professional and labour/trades **@ 12% - 13%** of each group.

b) **Way of promoting staff within the Civil Service?**

54% of respondents perceive the way of promoting staff within the Civil Service is an obstacle. As **60% female** and **40% male** indicate this obstacle, promotional practices are affecting Aboriginal women with greater impact than on Aboriginal men.

The most critical **reason** given by respondents is **"favoritism" @ 43%,** also significantly higher than for recruitment practices. Other reasons identified are related to working in government **@ 28%.** (incl. "too much from within", "seniority too weighty", and "experience should be criteria"). Other factors are "discrimination", "lack of requirements", "long delays", "more Aboriginal", "staff should be first", etc.

"Favoritism" is the more prevalent reason for males, although both **male and female** indicate "favoritism" as the primary obstacle to promotion **@ 25%** and **18%** respectively. Female respondents say other factors are "experience should be a criteria" @ 12% and "lack of requirements" @ 11%.

The way of promoting staff is significant for **all groups** with a relatively high range of **39% - 45%** for all groups but technical **@ 75%,** indicating considerable impact on Aboriginal staff. Professionals are most affected by the obstacles to promotion, particularly favoritism **@ 24%.** Admin. Support are most affected by internal practices **@ 13%.**

c) **Accessibility of information about vacancies within the Civil Service?**

32% of respondents say accessibility of information about vacancies is an obstacle, a percentage significantly high enough to indicate impact on Aboriginal staff. The primary reasons are "lack of advertising" @39%; "bulletins not available" and "not posted" @ 21% each, with other factors as "selection made prior" & "posted late" @ 9% and 11% respectively.

There is an equal distribution between female and male who indicate accessibility of information as an obstacle.
Females indicate that "need more advertisement" and "not posted" present the most difficulty @ 22% and 16% respectively.
Males identify the primary factors as "bulletins unavailable" and the "need for more advertising" @ 16% each.

Accessibility of information is significant for all groups with a range from 21% - 34%. Administrative Support is most affected. All groups are also affected by the "need for more advertising", with professionals most affected @ 13% of this group. Other obstacles identified are: "bulletins unavailable, not posted, posted late" and "selection made prior".

d) **Educational requirements?**

39% of respondents say educational requirements are an obstacle. Again this is significant enough to indicate impact of the practice on Aboriginal staff. The primary reasons are that educational requirements are "too high" @ 54% and "too heavily weighted". Other factors are "inconsistency" and "specify better".

Women are more affected @ 58% compared to 42% male who say educational requirements present obstacles. Both indicate education requirements are "too high" as the primary factor @ 33% for female and 19% for male. "Too heavily weighted" is another factor @ 12% female and 14% male.

All groups identify educational requirements as an obstacle to employment or promotion, with Technical staff most affected @ 50%. Labour/Trades is least affected @ 24% of respondents. For the other 3 groups affected the range is 34% - 38%.

Comments on educational requirements report that requirements are "too high" by Professionals @ 14%, Admin. Support @ 10%, labour @ 9% and Management @ 6%. Other comments are that "requirements are too heavily weighted, need to be better specified or are inconsistent".

e) **Experience requirements?**

Impact is also evident in experience requirements with **39%** of the respondents indicating this is an obstacle to employment or promotion. The primary reason given as **"too high" @ 40%** and "too inflexible @ **37%**. Other factors are "inconsistency" and "too heavily weighted".

Again women are more affected, adversely **@ 65% female** compared to **35% male**. The main reasons given by both groups are "too high" and "too inflexible" with these factors also affecting female staff in greater proportion **@ 21%** and **26%** respectively, compared to 18% and 11% for males.

Of all groups admin support are the most affected by obstacles in experience requirements, significantly **@ 42%**. Labour/trades are least affected **@ 21%**. The other 3 groups range from 25% - 38%.

f) **Screening procedures, tests or standards?**

In the opinion of **33%** of respondents, there is a perception that obstacles exist in screening procedures, tests or standards. The primary reasons given are **"specify better" @ 31%**, "selection made prior" **@ 22%** and "discriminatory" **@ 19%**. Other factors are "too high" "too inflexible" and "need Aboriginal involvement".

Women are slightly more affected than men **@ 53%** compared to **47% male**. The main factors responsible according to the women are "specify better" **@ 25%** and discriminatory **@ 14%**. For males the main factor is "selection made prior" **@ 14%** .

All groups are similarly affected by screening procedures with a range from **21% - 31%**. **Comments** indicate screening procedures need to be better specified. Other significant factors are "selection made prior" and "discriminatory".

g) **Selection criteria?**

32% of respondents say selection criteria present obstacles to employment or promotion, indicating impact in selection practices, although the proportion is not significant enough to indicate that the impact is adverse **@ 22%** each for **"specify better"** and "discriminatory" followed closely by "irrelevant criteria" and "selection made prior" each **@ 19%** respectively. Other factors are "inflexibility" and "need Aboriginal involvement".

Both female and male are affected equally by selection criteria. **Females** identify the main factors as "specify better" **@ 22%** and discrimination **@ 19%**; **males** "selection made prior" **@ 15%**.

Of all groups selection criteria has a different affect on Admin. Support and Labour/Trades **@ 17% - 18%** than on Management, Professional, Technical staff **@ 31% - 50%**.

Comments indicate that the selection criteria is "discriminatory, irrelevant, inflexible" or needs to be "better specified" . A few comments indicate "selection was made prior."

h) **Interview process?**

36% of respondents say the interview process is an obstacle to employment or promotion, indicating impact is evident in the interview process. The major reason given - "scary/culturally foreign" is significant @ 42%. This is followed closely by "irrelevant criteria" @ 32% and "need for Aboriginal involvement" @ 18%. Other factors are "irrelevant questions", "selection made prior" and "need 2nd interview".

Women are more affected than men by this practice @ 53% female and 47% male. Females also indicate reasons as "scary, culturally foreign" @ 29%, followed by "irrelevant criteria" @ 13%, whereas for males "irrelevant criteria" is 18%, "scary/culturally foreign" 13%.

All groups seem to be equally affected by the interview process with 21% - 38% indicating obstacles. There is no specific pattern evident in the comments, although the most prevalent comments are "scary/culturally foreign" and "criteria is irrelevant".

i) **Attitudes to hiring and selection of staff displayed by supervisor?**

39% of respondents say attitudes displayed by supervisor are obstacles to employment and promotion. The primary reason is "the lack of objectivity" @ 37%, followed by "a few problems" @ 22%. Other factors identified are "Aboriginal discrimination", "lacks understanding", "Affirmative Action blamed", and "lack of Aboriginal Management".

54% female and 46% male say supervisory attitudes are obstacles. The main reason for both is the "lack of objectivity" @ 17% female and 20% male. Females also said "a few problems" and "Aboriginal discrimination" are factors @ 12% each. Other factors for males are "a few problems" and "Affirmative Action blamed" @ 10% and 7%.

All groups are relatively equal in the effect of attitudes @25%-38%. The most prevalent comment is "lack of objectivity" by the supervisor.

j) **Attitudes to hiring and selection of staff displayed by fellow employees?**

36% of respondents also say attitudes to hiring and selection of staff displayed by fellow employees are obstacles to employment and promotion, with impact evident. The major reason is "a few problems" @ 28%, followed by "Affirmative Action blamed" @ 26% and "stereotyping" at 21%. Other factors are "lack of Aboriginal staff", "racism prevalent" "non-Aboriginal scared" and "need more orientation".

Women are also more affected by fellow employees' attitudes as obstacles @ 56% females compared to 44% males. The main factors for females are "stereotyping", "a few problems" each @ 21% followed by "Affirmative Action blamed" @ 15%. Males say "Affirmative Action blamed" @ 10%, followed by "racism prevalent" @ 8% and "a few problems" @ 8%.

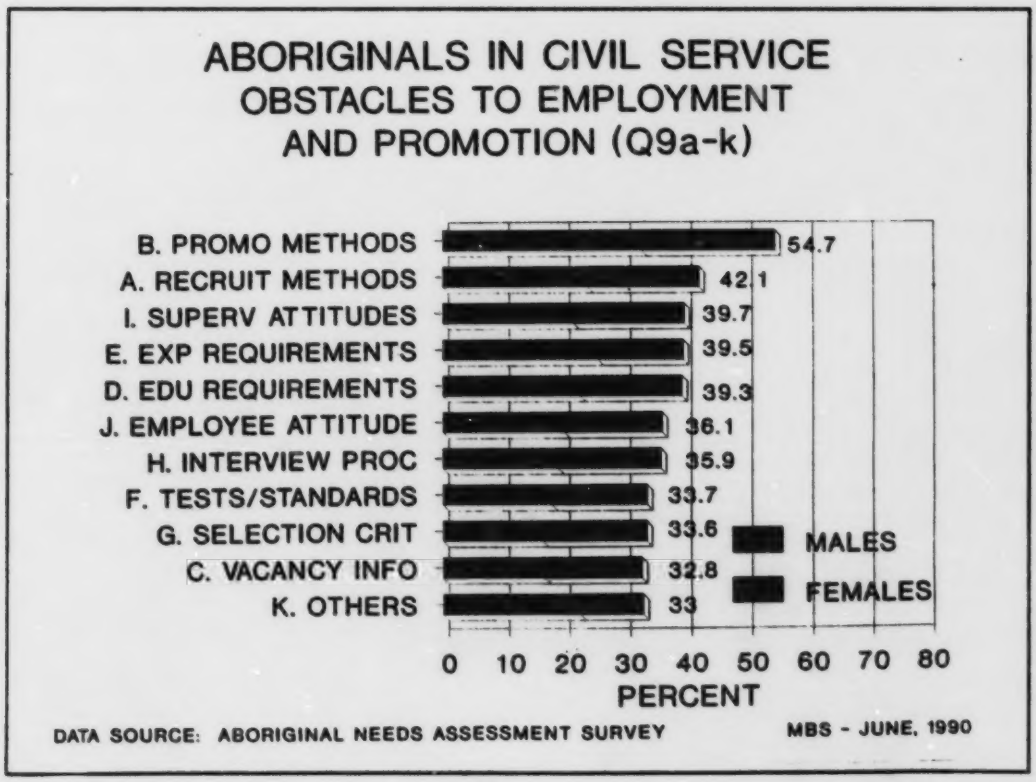
Cross comparison of all groups indicates that employee attitudes seem to be correlated to the hierarchy, with management identifying obstacles @ 38%, professional @ 36%, technical @ 25%, admin. support @ 24% and labour/trades @ 21%. The most prevalent comments show attitudes are "blamed on Affirmative Action" and "a few problems".

k) **Others?** **33%** of respondents say other sources are obstacles to employment and promotion. The **reasons** cited are Aboriginal **"discrimination @ 39%**, followed closely by "management attitudes" @ **32%**, "cultural isolation" and "favoritism" each @ **18%**. Other factors identified are "racism prevalent", "training orientation" each @ **11%** and "exaggerated job requirements" @ **4%**.

68% females and **31% males** say other sources are also obstacles. Again females felt more strongly about the reasons than males. Females say "Aboriginal discrimination" is the primary factor @ **32%**, followed by "management attitudes" @ **18%**. "Cultural isolation" and "favoritism" are also factors for females each @ **14%**. The main factors for males are "management attitude" @ 14%, followed by "racism prevalent" and "Aboriginal discrimination" each @ 7%.

All groups were equally affected @ 13% - 25%. **Comments** were consistent with this data and included "cultural isolation", "discrimination", "racism", "favoritism", "training and management attitudes".

Responses to question 9 show an **average response** of **38%** indicating obstacles are significant, adverse impact is very evident and prevalent in all ten practices, and the most critical obstacle @ **54%** is reflected in 9(B) "the way of promoting within the Civil Service". Question 9(A) "The way of recruiting staff within Civil Service" is also critical @ **41%**. The rest are relatively close.



10(a) Do you face difficulties in carrying out your current job responsibilities?

Although **23%** of respondents say they face difficulties in carrying out their current job responsibilities, impact is not critical. The most significant **reason** given is **"lack of resources" @ 28%** of respondent replies. "Lack of recognition" and "lack of flexibility and understanding" are also relevant factors each @ **21%**. Other difficulties are "lack of orientation training", "personal conflict", "lack of education", "cultural isolation", "other job specifications" and "disability".

More women are affected with **57% female** and **43% male** indicating difficulties carrying out their current job responsibilities.

Females say "lack resources" @ 23% is the most difficult compared to **7%** for males. Other reasons identified by female staff are "lack of orientation" @ **14%**, "lack of recognition" @ **11%**. Males indicate "lack of understanding and flexibility" @ 11%, "personal conflict" and "lack of recognition" each @ **9%**.

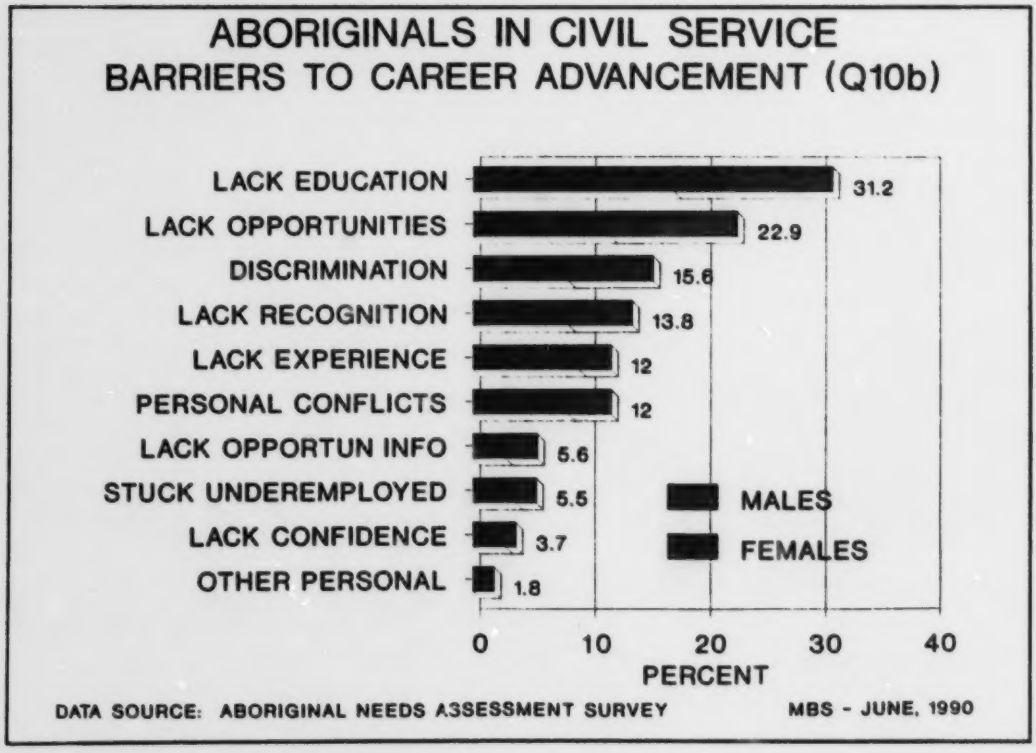
Cross comparison of **all groups** indicates the professional group as having the most difficulty carrying out job responsibilities @ **30%**, admin. support least @ **13%**. The other 3 groups range from **19% - 25%**.

10(b) Do you face barriers in moving up in the system, job or career?

In contrast to the previous question, adverse impact is evident in barriers to moving up the system, job or career, significantly for **62%** of respondents. There are also significant **reasons** given for the barriers as **"lack of education"**, combined with **"too few opportunities"** and **"too slow advancement" @ 53%.** Other factors are "lack of recognition", "discrimination", "lack of experience and seniority" and "personal conflict" each at approximately **15%.** Other concerns are "lack of opportunity and information", "stuck underemployed", "lack of confidence", and "other personal reasons".

Barriers to upward mobility are most significant for the Technical group @ 75%, followed closely by Admin. Support @ 65% and Professional @ 61%, Labour/trades and Management @ 48% and 25% respectively. Comments also identify "too slow advancement" and "lack of education".

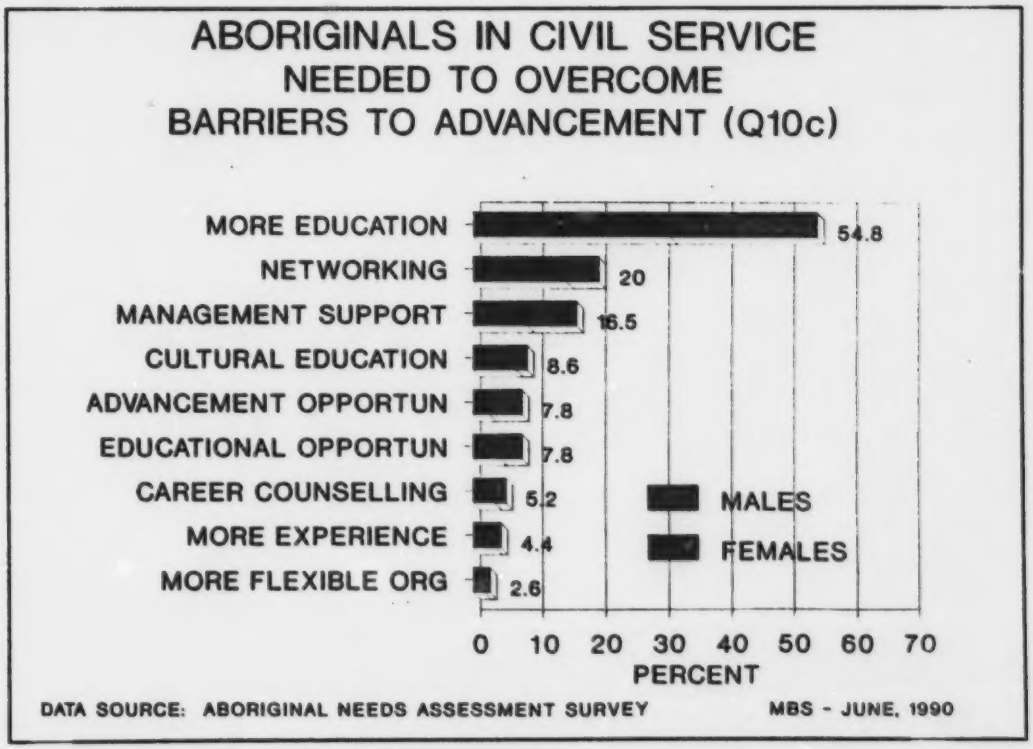
Overall **60%** female and **40%** male say they face barriers to upward mobility. Female respondents identify barriers as "lack of education" **@ 17%**, "few opportunities" and "slow advancement" **@ 12%**, followed by "lack of experience" and "seniority" **@ 9%.** For male respondents the concerns are also "lack of education" **@14%**, "few opportunities" and "slow advancement" **@ 11%.**



10(c) **What would help to overcome these barriers? (ie. training, courses, networking) Could you specify?**

62% of respondents say **"more education"** and **"educational opportunities"** are necessary to overcome barriers. **27%** identify "more experience", "more opportunities", "cultural education" and "career counselling" necessary to overcome barriers. **20%** say "networking" is necessary, "professional & management attitudes" @ **17%**, and "culturally diverse organization" @ **3%**.

36% females and 27% males say "more education and educational opportunities" are necessary to overcome barriers. "Networking" is next in significance for females @ 15% while "professional management attitude" is significant for males @ 8%. Overall, more women than men indicate a need for more education @ **56%** female and **44%** male. **All groups** (except technical) believe they need "more education" and "educational opportunities" to overcome problems of upward mobility.



11(a) Do you have any career plans or goals within the Civil Service?

76% of respondents say they have career plans or goals within the Civil Service, @ **58%** female and **42%** male. The groups range from **69% - 76%** and with technical @ **50%**.

(b) If yes, do you need more training (ie. education, skills, experience) to achieve that goal?

86% of the respondents say they need **"more education and training"**:

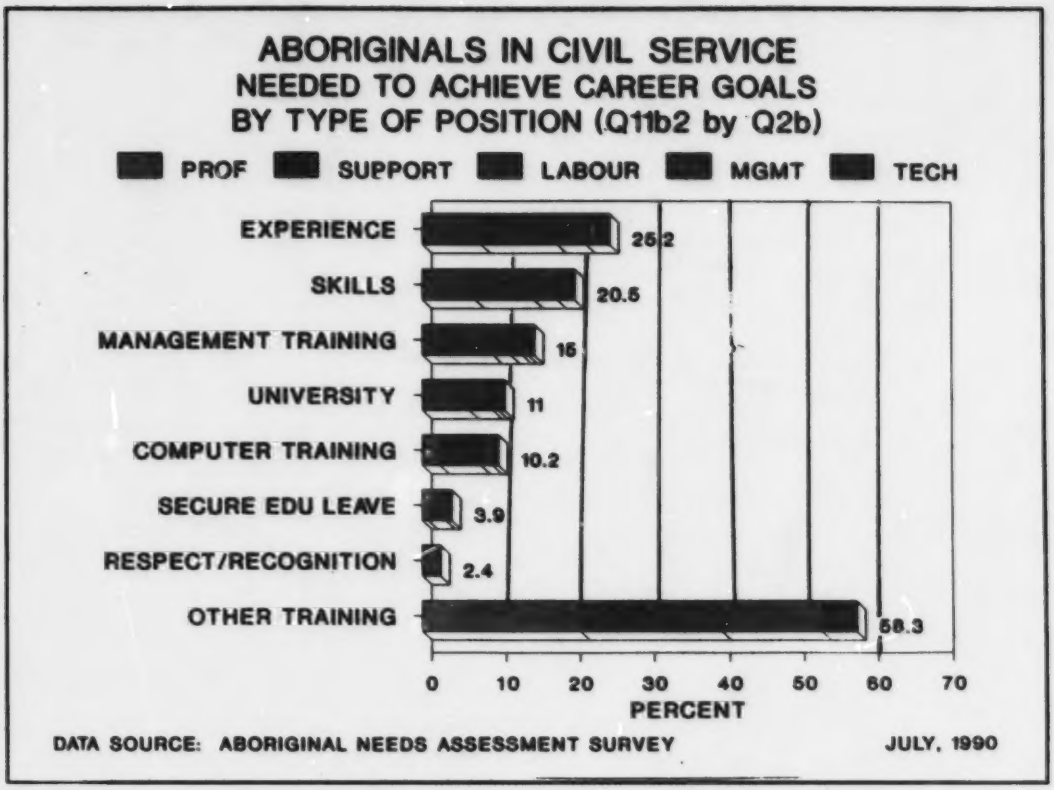
Other* training	- 58%
Experience	- 25%
Skills	- 21%
Management Training	- 15%
University	- 11%
Computer training	- 10%
Education leave with security	- 4%
Respect/Recognition	- 2%

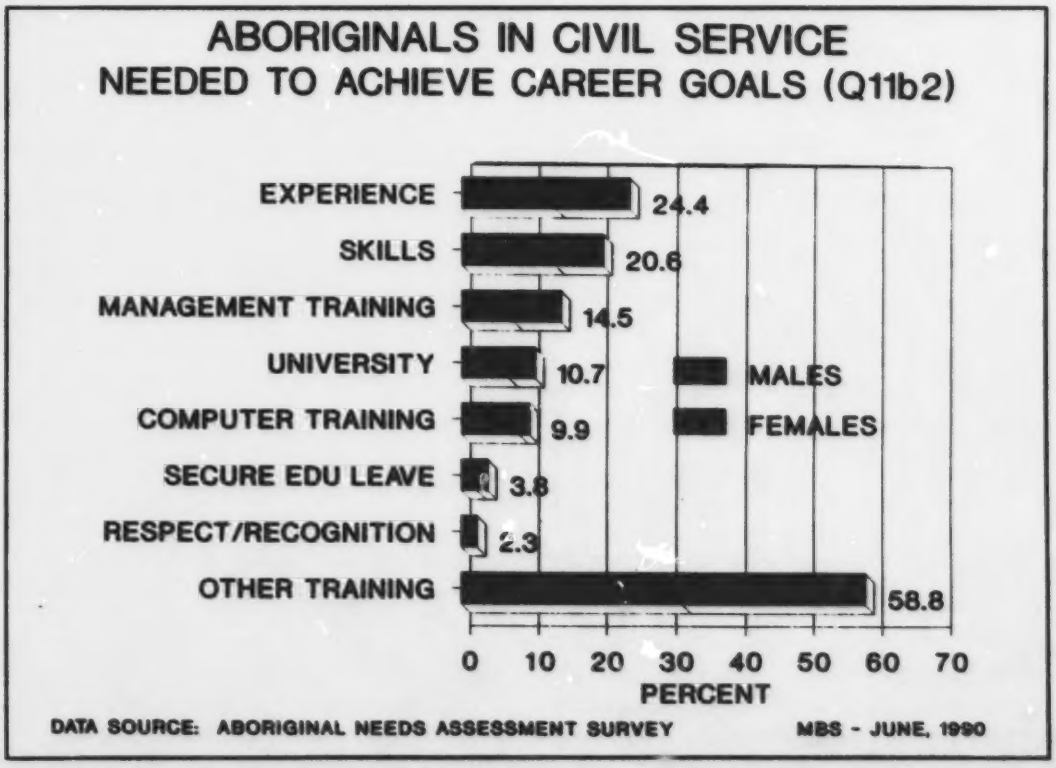
* The category "Other" is a summary by the Manitoba Bureau of Statistics in compiling the data. It refers to various types of education and professional development identified by respondents as necessary to achieve their career goals. It is assumed that many of the types of training identified may overlap with the percentages above. The category "Other" includes the following kinds of specific courses or programs to be completed in achieving career goals, as stated in the written comments:

- law, legal training
- nursing (BN),
- social work (BSW) (MSW), corrections, counselling (certificate), child care worker, youth counsellor, child abuse, drug abuse
- education certification, adult teacher training, ed psych, Native ed,
- Native culture
- finance, accounting,
- human resources, administration,
- public speaking, language training (linguistics), communications
- journeyman papers
- on-the-job training, orientation & specific jobs ie. Assistant Examiner

42% of respondents indicate a need for more training with more women requesting development - **Female @ 58%** and **36% male**. Both groups identify "other training" "experience" and "skills" as top priority. Males identify "management training" as next priority while females identify "computer training".
60% female and **40% male** respond to this question.

All groups indicate they "need more training" @ **63% - 75%** range. Labour/trades have the highest proportion of respondents that require training to achieve career goals @ **52%**. Management, professional and admin. support also indicate the need for training @ **34% - 38%**. **"Experience"** is a requirement to achieve career goals with **13% - 25%** for the four of five groups (not technical).


ABORIGINALS IN CIVIL SERVICE
NEEDED TO ACHIEVE CAREER GOALS
BY TYPE OF POSITION (Q11b2 by Q2b)
PROF
SUPPORT
LABOUR
MGMT
TECH
EXPERIENCE
SKILLS
MANAGEMENT TRAINING
UNIVERSITY
COMPUTER TRAINING
SECURE EDU LEAVE
RESPECT/RECOGNITION
OTHER TRAINING
25.2
20.5
15
11
10.2
3.9
2.4
58.3
0
10
20
30
40
50
60
70
PERCENT
DATA SOURCE: ABORIGINAL NEEDS ASSESSMENT SURVEY
JULY, 1990


ABORIGINALS IN CIVIL SERVICE
NEEDED TO ACHIEVE CAREER GOALS (Q11b2)
EXPERIENCE
SKILLS
MANAGEMENT TRAINING
UNIVERSITY
COMPUTER TRAINING
SECURE EDU LEAVE
RESPECT/RECOGNITION
OTHER TRAINING
24.4
20.6
14.5
10.7
9.9
3.8
2.3
58.8
MALES
FEMALES
0
10
20
30
40
50
60
70
PERCENT
DATA SOURCE: ABORIGINAL NEEDS ASSESSMENT SURVEY
MBS - JUNE, 1990

12(a) **What are the major challenges or problems, if any, you face in achieving your goal within the Civil Service?(check as many as apply)**

39% **my experience/skills not recognized**
Labour/trades and admin. support are most affected and also significant @ 45 - 51%. (female 60%, male 40%)

39% **lack of opportunities for developmental skill**
Labour/trades and admin. support are most affected by lack of opportunity to develop skills, significantly @ 46 - 54%. (female 55%, male 45%)

37% **lack of on-the-job training**
Admin. support, technical and labour/trades are most affected by lack of on-the-job training @ 48 - 51%, professional and management @ 21% and 13% respectively. (female 54%, male 46%)

36% **attitudes of supervisors/management**
All groups are affected by supervisor attitudes but the range is considerably higher than for attitudes of fellow employees @ 30% - 50%. (female 58%, male 42%)

35% **lack of encouragement/support of management**
Similarly all groups are affected by lack of management support with a relatively high range of 30% - 38%, except technical @ 50%. (females 64%, males 36%)

35% **lack of formal education**
Labour/trades have the highest proportion of respondents who indicate lack of formal education affecting achievement of career goals, with labour @ 61%, admin. support @ 41%, management @ 38%, technical @ 25%, and professional @ 23%. (female 54%, male 46%)

34% **no internal training opportunity**
Technical is most affected by no training opportunities to keep abreast of developments in their respective fields @ 50%. Admin. support @ 41% and labour/trades at 39% are relatively equal in impact. Although professionals and management have more opportunity they are still impacted, @ 31% and @ 13% respectively. (female 60%, male 40%)

32% **workplace attitudes to promotion of Aboriginal staff**
Technical and professional are most affected by attitudes to promotion of Aboriginal staff @ 41 - 50%. Other groups range from 21% - 31%. Again labour/trades is least affected @ 21% (female 58%, male 42%).

29% **lack of information about career opportunities**
Admin. support is most affected by lack of information on career opportunities @ 33% with other 3 groups @ 25% - 27%. (female 61%, males 39%)

29% **lack of seniority**
Labour/trades are most affected by lack of seniority @ 48%, followed by management @ 38%. (female 60%, male 40%)

27% **qualifications asked for are overstated and unnecessary**
Admin. support and labour/trades are most affected by high qualifications @ 36% - 37%. (females 58%, males 42%)

27% **no bridging job opportunity**
Admin. support and labour/trades are most affected @32% - 33%. (female 64%, male 36%)

23% **attitudes of fellow employees**
All groups are approximately equal in effect by employee attitudes with the range from 18% - 28%.
(female 59%, male 41%)

21% **family responsibilities**
Labour/trades and management indicate the highest number of respondents affected by family responsibilities @ 25 - 36%. In contrast, professional and admin. support indicate 18% and 21% respectively. (female 52%, male 48%)

14% **lack of acceptance and support from co-workers**
Lack of co-worker support and acceptance affect respondents considerably less @ 13% - 19%, for all but technical (no response). (females 52%, males 48%)

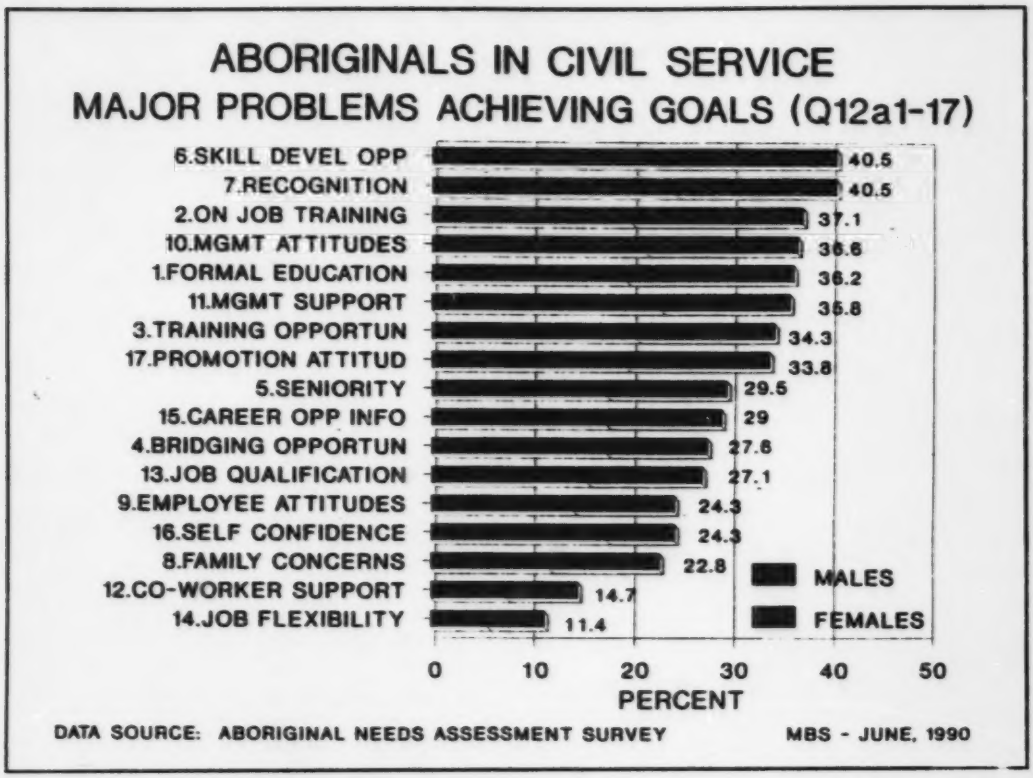
11% **lack of job modification to accommodate needs**
Management, admin. support and labour/trades indicated a slight problem for lack of job modification @ 13% - 18%. (female 50%, male 50%)

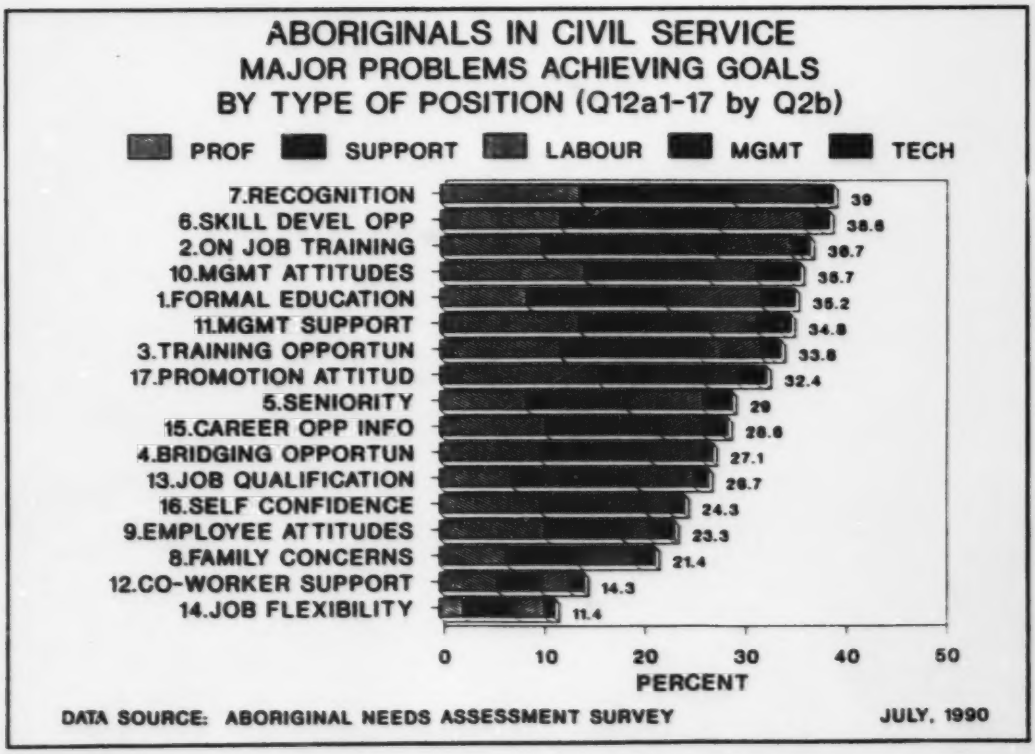
24% **lack of confidence to access opportunities**
Admin. support is most affected by lack of confidence @ 31%, professional 26%, management 19% and labour/trades least @ 15%. (females 73%, males 27%)

The average response to this question is 29%, with the main reasons given as "experience/skills not recognized", "lack of opportunities" and "developmental skill" each @ 39%.

Other significant factors identify "lack of formal education", "lack of on-the-job training", "no internal training opportunity", "attitudes of supervisor/management", "lack of encouragement/support of management", and "workplace attitudes to promotion of Aboriginal staff" each approximately @ 35%. The responses to this question are consistent with the previously identified barriers. In all cases females are affected more than males.

Comments indicate problems with "no bridging job opportunity, lack of seniority, attitudes of fellow employees, qualifications asked for are overstated and unnecessary, lack of information about career opportunities, and lack of confidence to access opportunities", with a range from 21% - 29% of respondents' replies.


ABORIGINALS IN CIVIL SERVICE
MAJOR PROBLEMS ACHIEVING GOALS (Q12a1-17)
6.SKILL DEVEL OPP 40.5
7.RECOGNITION 40.5
2.ON JOB TRAINING 37.1
10.MGMT ATTITUDES 36.6
1.FORMAL EDUCATION 36.2
11.MGMT SUPPORT 35.8
3.TRAINING OPPORTUN 34.3
17.PROMOTION ATTITUD 33.8
5.SENIORITY 29.5
15.CAREER OPP INFO 29
4.BRIDGING OPPORTUN 27.6
13.JOB QUALIFICATION 27.1
9.EMPLOYEE ATTITUDES 24.3
16.SELF CONFIDENCE 24.3
8.FAMILY CONCERNS 22.8
12.CO-WORKER SUPPORT 14.7
14.JOB FLEXIBILITY 11.4
MALES
FEMALES
0 10 20 30 40 50
PERCENT
DATA SOURCE: ABORIGINAL NEEDS ASSESSMENT SURVEY
MBS - JUNE, 1990

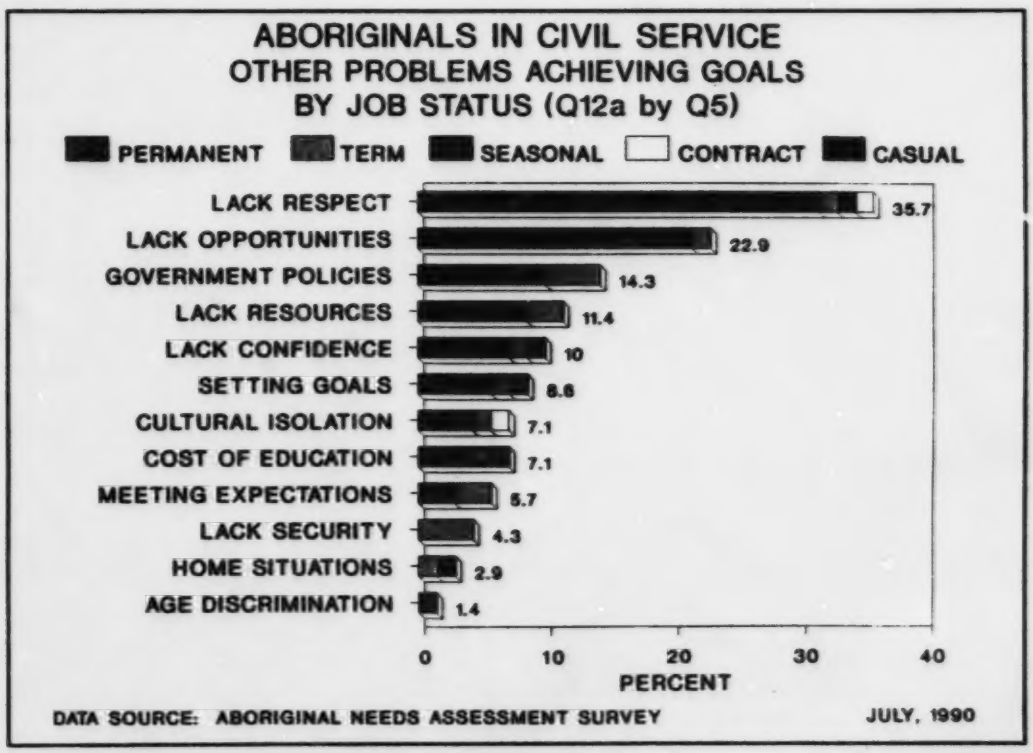

ABORIGINALS IN CIVIL SERVICE
MAJOR PROBLEMS ACHIEVING GOALS
BY TYPE OF POSITION (Q12a1-17 by Q2b)
PROF
SUPPORT
LABOUR
MGMT
TECH
7.RECOGNITION 39
6.SKILL DEVEL OPP 38.8
2.ON JOB TRAINING 38.7
10.MGMT ATTITUDES 38.7
1.FORMAL EDUCATION 38.2
11.MGMT SUPPORT 34.8
3.TRAINING OPPORTUN 33.8
17.PROMOTION ATTITUD 32.4
5.SENIORITY 29
15.CAREER OPP INFO 28.6
4.BRIDGING OPPORTUN 27.1
13.JOB QUALIFICATION 26.7
16.SELF CONFIDENCE 24.3
9.EMPLOYEE ATTITUDES 23.3
8.FAMILY CONCERNS 21.4
12.CO-WORKER SUPPORT 14.3
14.JOB FLEXIBILITY 11.4
0 10 20 30 40 50
PERCENT
DATA SOURCE: ABORIGINAL NEEDS ASSESSMENT SURVEY
JULY, 1990

12(a)Cont'd What other major challenges if any do you face in achieving your goal?

Lack of respect @ 34% and and lack of opportunities @ 23% are identified as impacting most. Other factors affecting the achievement of goals are "government policy" @ 14%, "lack of resources" @ 11% "lack of confidence" @ 10% "cultural isolation" and "setting goals" @ 9% "meeting management expectations" and "cost of education" @ 7%.

Overall distribution for women is 56% and men 44%. Both female and male identify the same primary issue as "lack of respect" @ 18%. The secondary issue for both female and male respondents is "lack of opportunity" @ 13%.

All five groups indicate "lack of respect/recognition" as a significant problem in achieving career goals within the Civil Service @ 34%. The range for each group is 8% - 25%. "Lack of opportunity" is @ 23% for all groups but technical.



12(b) In your opinion have any of the above changed over the last four years?

66% of respondents say **"no change"** has occurred in the last 4 years, "attitudes improved" slightly for **14%**, and "self has changed" for **9%**. The distribution is **54% female** and **46% male**. Both indicate a high response to "no change" @ 36% female and 30% male. The secondary response for both is "attitude improving slightly" @ 7%.

All five groups say there has been "no change in the last four years" with a range of **19% - 54%**. Labour/trades is most impacted @ **54%**, and management least @ **19%**. **14%** of all 4 group respondents (but technical) say attitudes have improved.

13. What kind of personal or professional support (training, networking) would help you do your job better or prepare you for additional responsibilities?

62% of respondents identify education/training, educational leave, on job training/workshops, and computer training as critical supports. Management support is also relevant @ 25% and networking @ 18%. Other supports are career counselling, promotion/transfer, management training.

Distribution is **59% female** and **41% male**. The primary type of support identified for both is education/training @ 20% female and 17% male. The secondary issue for female respondents is management support @ 18%, followed by networking @ 12%. For male respondents the secondary issue is also management support @ 9%.

In a cross comparison of **groups**, management and professionals indicate education leave, on-the-job training and management support as critical, whereas computer training & career counselling are relevant for admin. support, professional, and labour/trades. Networking, promotion, transfer and management training are also identified by management, professional and admin. support. **62%** of respondents from four of the groups indicate education/training necessary to better perform job responsibilities. Education supports are most relevant for labour/trades @ 36%, technical @ 23% and professional @ 21%.

14. Has your present supervisor discussed your career plans or future job possibilities with you?

65% of the respondents say they **have not discussed** career plans or future job possibilities with their supervisor. **50%** female and males indicate they **have not discussed** career goals with their supervisor.

Alternately, in a cross comparison of **all groups**, respondents from the technical group had the highest proportion with 75% indicating they **have discussed** their career plans with their supervisor, labour/trades least @ 21% and other groups @ 31 - 36%.

15(a) Are you aware that the Manitoba Civil Service has an Educational Leave/ Assistance Policy?

58% of all respondents say they **are not aware** that the Manitoba Civil Service has an Educational Leave/Assistance Policy.

A cross comparison of all groups indicates that a high proportion of the groups are aware of the Education Leave Policy, with professional and management most aware @ 51% and 62%, and labour least @ 21%. Technical and admin. support responded @ 25% and 37% respectively.

58% female and **42% male** say they **are aware** of the Manitoba Civil Service Educational Leave/Assistance Policy.

(b) Have you applied for educational leave/assistance in the last year?

7% or 14 respondents (10 females and 4 males) say they have **applied** for educational leave/assistance in the last year.

7% of all groups also indicate they have **applied** for educational leave/assistance in the last year, with half from professionals.

(c) Did you receive educational leave/assistance in the last four years?

6% of respondents (7 female and 3 male) indicate having **received** educational leave/assistance in the last four years.
In a cross comparison of **all groups**, 10 people or 6% of respondents also have **received** educational assistance in last 4 years, with half from the professional group.

(d) Were you provided with satisfactory reasons for denial?

6% of respondents have been given adequate reasons for denial of education leave/assistance. For those denied assistance, the primary reason given is "require education assistance information" @ 57%. Another significant factor is that the "program is poorly administrated" @ 29%. Other factors are "lack of management support", and "for management" only.

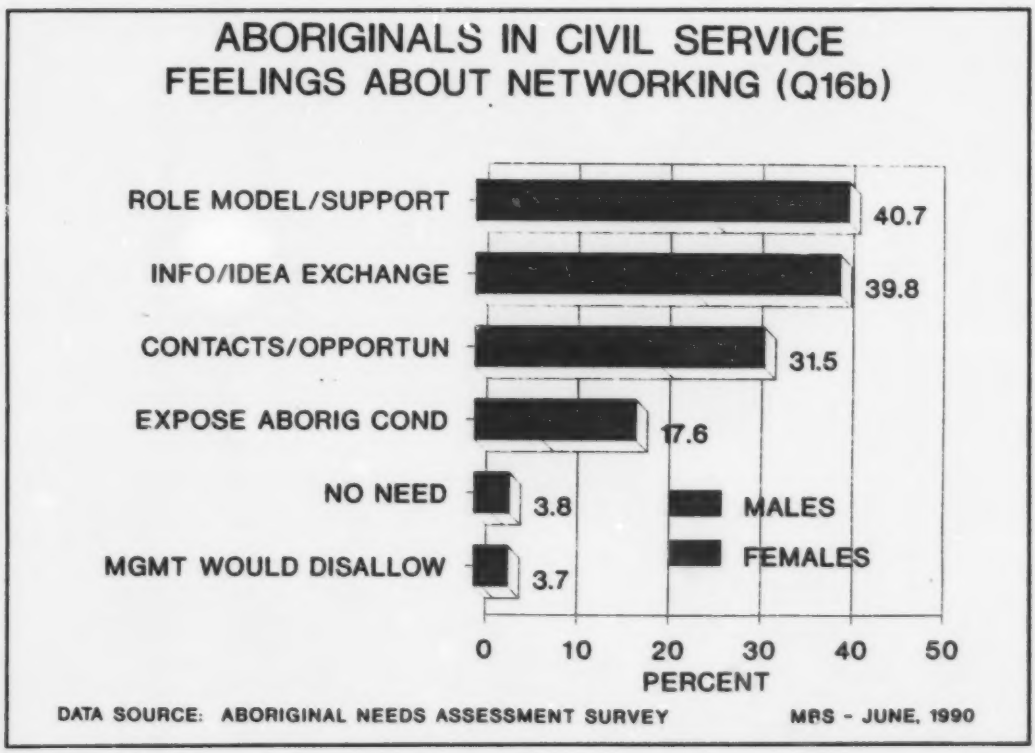
Only 6% (2) are satisfied with the reasons given for denial. All groups indicate **dissatisfaction with reasons given for denial**, significantly **@ 94% (33)**. Labour/trades is most affected @ 27% of respondents. All groups but technical indicate they require more information on educational leave/assistance.

16. **Would networking (contacts or developing relationships) with other Aboriginal staff benefit you?**

83% of respondents indicate networking with other Aboriginal staff would be beneficial, as **networking would provide "a role model/support" by @ 42%.** An "information/idea exchange" @ 37%, "establishing contacts and new opportunities" @ 32% are also significant factors. Other factors are "expose Native situation" and "if management allows".

Analysis of male vs female responses for impact shows that more women are interested in networking @ **54%** (79) **female** and **46%** (66) **male.**
More women also indicate reasons for networking as "Role model support" @ 26% female and 15% male, "Information/idea exchange" @ 24% female & 16% male, and "Contacts and new opportunities" by 20% female, 11% male.

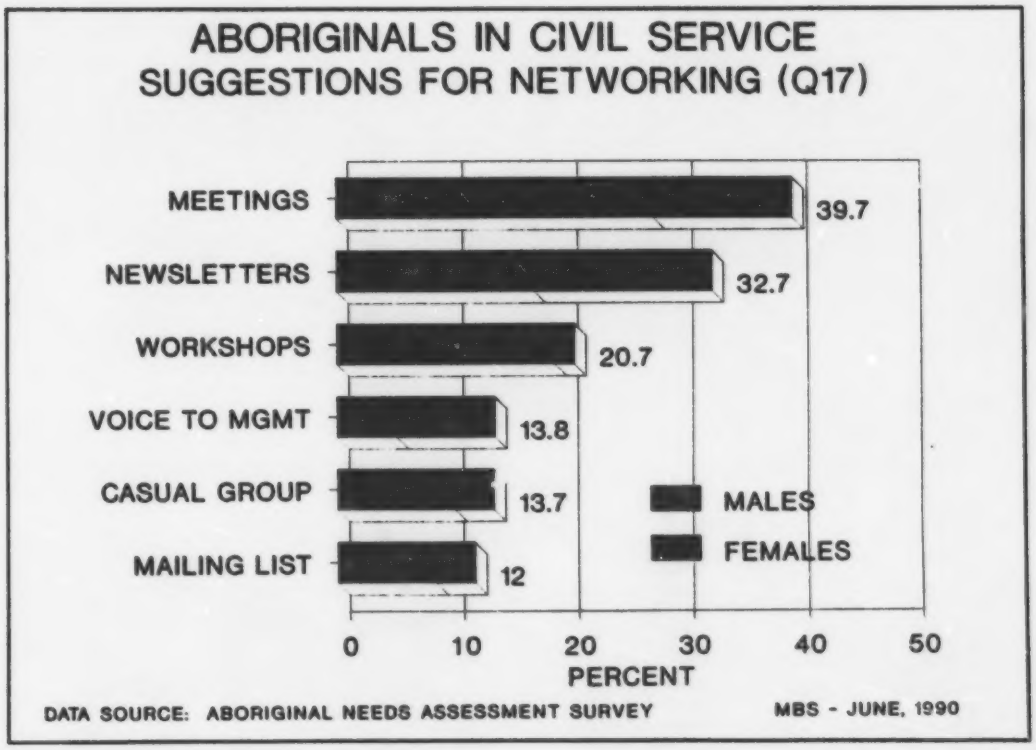
All groups indicate networking would be beneficial @ 83% with a range between 50% - 81% for the groups. The most prevalent comment on the benefit of networking is for role models and support by 4 of the 5 groups. Other comments on benefit include idea and information exchange by **9% - 30%** (highest for professional @ 30%), and developing contacts and new opportunities @ **6% - 21%** (highest for Admin. Support).



17. **Do you have any suggestions on how networking would work in the Civil Service?**

60% of respondents suggested **meetings and workshops**, and 33% a newsletter for networking in the Civil Service. Other suggestions identified a "voice to management","mailing list" and "casual group".

Female respondents identify meetings and workshops @ 47% and the newsletter @17%, whereas **males** favor a newsletter @16%, meetings @12%. The overall response is 67% female and 32% male. In a cross comparison of **all groups** meetings are the primary consideration given for how networking could work by **6% - 16%** of the groups (not Technical).



18. **Would you participate in a networking process? (Meeting regularly or occasionally)**

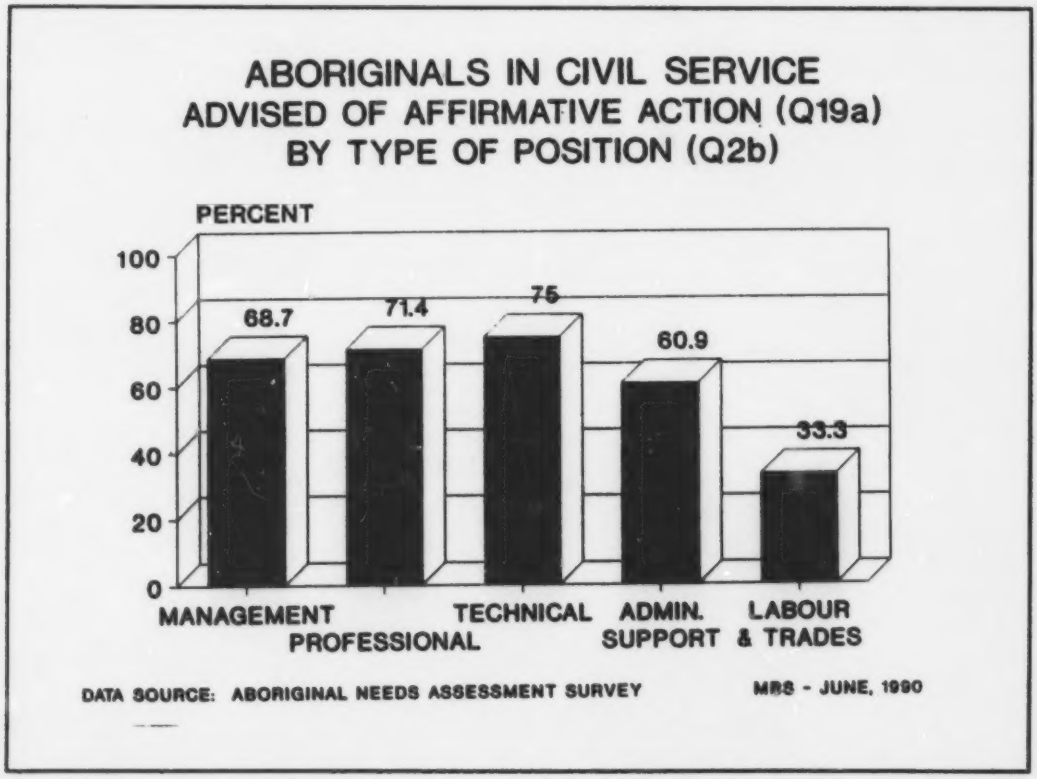
87% of 181 respondents say they would participate in a networking process. Of the 162 "yes" responses **53%** are **female** and **47%** **male.** **All groups** indicate they would participate in networking **@ 68% - 85%.**

19(a) **Have you been advised of the Manitoba Government Affirmative Action program?**

61% of respondents say they have been advised of Manitoba Affirmative Action Program, with **60%** **female.** Technical staff are most informed of Affirmative Action @ 75%; management and professional @ 69%, admin. support @ 59%, and labour least informed @ 33%.

(b) **Have you ever taken any Affirmative Action training?**

90% of respondents have **not taken** any Affirmative Action Training, **55%** **female** and **45%** **male.** A cross comparison of groups indicates that few Aboriginal staff have had training in Affirmative Action, **69% - 100%** with no training.



20. Do you have any comments on the Manitoba Affirmative Action program?

45% are "unfamiliar" and "want to know more"; **31%** indicate that "it is a good program" whereas **18%** say "it is an ineffectual program". Other comments relate that "non-Aboriginals dislike" @ 8%, "Affirmative Action defeats cultural integration" @ 6%, "legislate Affirmative Action" @ 5%, "I always declare" @ 3%, & Affirmative Action "helps females" @ 1%.

There are **64%** women and **36%** men responding to this question. 22% female & 10% male indicate that it is a "good program", 16% female & 11% male "want to know more", 12% female & 6% male are "unfamiliar", and 11% of the women and 7% of the men say it is an "ineffective program".

21. What do you suggest can be done to ensure a fair representation of Aboriginal people in the Civil Service?

The most prevalent suggestion is for "a special committee of political representatives" with **31%** of respondents supporting this. **32%** also support "Affirmative Action" and "preferential hiring and promotion" (ie. @16% each), and 20% support the need for an "Aboriginal Director Training". Other considerations are "Active recruiting" and "fair hiring and promotion" each @ 14%, and management support @ 12%.

Responses to this question from women are **56% female** compared to **44% male** responses to this question, with comments indicating more women believe in fair representation through "Special committee/political representation" @ 20% compared to 14% and "Preferential hiring/promotion @ 21% compared to 11%, and "Active recruitment" @ 11% compared to 3%, whereas more men favor an "Aboriginal Director of training" @ 11% compared to 9%.

22. What would you like to see the Manitoba Government do to assist you in meeting your career goals?

55% of the respondents focus on "**expanding training programs**" and "**education leave with security**". **39%** say they want "recognition and opportunities". "Personal responsibility and input" and "career counselling" are recognized by 22% of respondents (each 11%). There is a high proportion of respondents who identify token assistance, with 17% indicating their career goals need to be "taken seriously".

54% female and **46% male** responded to this question. The suggestions they make for assistance in meeting career goals are to "Expand training programs" and provide "Education leave with security" @ 33% female & 26% male; give "Recognition and opportunities" by 19% of both groups; and "Career counselling" for 10% of the women compared to 1% of the men. However, 10% of the men compared to 7% of the women feel that it is "Tokenism and take us seriously".

23. Other Comments:

The "tokenism" in question 22 is also reinforced in question 23 with 12% of the respondents indicating that "government doesn't listen". Other comments include:
26% of respondents say "other with frequency"
18% "it is a useful survey"
18% "provide opportunities" and "want to continue education"(each @ 9%)
12% "have not been denied"
9% "no relocation"
6% "keep confidential"

Overall there are female @ 53% and male @ 47% responses to this question. The most significant comments indicate that it is a "Useful survey" by 9% of both men & women; with 9% male & 3% female indicating they "Have not been denied". 6% of both say Government does not listen", and 12% of both say they "Want more eduction and opportunities".

24. Would you be interested in receiving a summary of this analysis?

92% of respondents indicate interest in receiving a summary of this analysis, with 54% female and 46% male responses to this question.

CIVIL SERVICE

ABORIGINAL NEEDS ASSESSMENT

PART III:

SURVEY RESULTS

(1) BARRIERS

- CORPORATE VALUES UNDERLYING BARRIERS
- SYSTEMIC BARRIERS

Identifying barriers and suggesting ways in which the barriers may be overcome

CORPORATE CULTURE VALUES UNDERLYING BARRIERS

I ROOT OF THE PROBLEMS: Discrimination, Racism & Bias

Aboriginal people experience discrimination, bias, prejudice, stereotyping, and racism in the employment system. Racism is manifested in many forms - covert, direct, intentional, individual, systemic, and institutional.

The Civil Service reflects the dominant society and its values, ways of protecting these values, and perceived threats to these values. Racism and discrimination are manifested when there is apparent threat to values, and results in an unjust exclusion or impact on individuals and groups that are different from the norm.

Racism is also evident in the perceptions that respondents have of the Affirmative Action program, which they indicate is not taken seriously by some managers/supervisors. 39% of respondents say the attitude of supervisor is a barrier to upward mobility, and attribute it to their "lack of objectivity" @37%, and "a few problems" @22%.

The following survey quotations describe the pain and frustration of discrimination and racism experienced by Aboriginal people:

> "I feel I am not trusted enough. I am watched all the time. I get harassed if I do what others do. Only once was I asked if I wanted another position."
>
> "I've never had the opportunity to learn other duties. I know it is because they don't trust me with the information of duties."
>
> "For the past two years I have been harassed by my supervisor."
>
> "I am not sure if there is a future in Civil Service, this I would state is due to my Aboriginal heritage."
>
> "Again many of the staff comments lean towards racism."
>
> "It's sad but a very true story. Racism still exists and despite all the efforts, more must be done to erase this long standing problem."
>
> "I am the only Aboriginal person working in the office and that can be difficult as I feel I am scrutinized more than other workers. It is difficult to relate to another worker how I feel about the system as it relates to me, as they don't understand."
>
> "Against a racist background, my opinion is that informal factors result in the screening out of Aboriginal people."

The lack of objectivity and problems seem to reflect the underlying ethnocentrism, discriminatory behavior and racism of supervisors. The following (selected) comments concern the bias of supervisors' attitude:

"Many supervisors/managers do not have a supportive attitude toward hiring or promotion of Aboriginal people".

"Some supervisors plainly just do not like certain kinds of people."

"Some managers feel Aboriginals are hired because they are Aboriginal and it takes a long time for one to prove his/her worth."

"Both immediate supervisors do not agree with Affirmative Action policy."

"Seems my reclassification can't get further than my immediate supervisor."

"Certainly in some administrators there is a definite undercurrent of racism, sexism and discrimination."

"Although they may be quick to say there is no discrimination, I beg to disagree. I have even had a few supervisors who called me "Cochise" on a regular basis."

Attitudes of fellow employees are also a barrier for 36% of respondents. The major reason cited is "a few problems" @28%, followed by "affirmative action is to blame" @26%, and "stereotyping" @21%. Respondents' perceptions of the attitudes of fellow employees are identified by the following comments:

"Feeling of suspicion"

"If an employee feels they don't belong it will be very hard to succeed."

"I notice fellow employees are resentful when an Aboriginal person is hired who does not appear to have qualifications."

"Due to negative attitudes (of the behavior & comments of fellow employees)- this has affected my confidence."

"Educating these people to show them that Aboriginal people can do the same job as anyone else."

"Working alone among the white people is very hard. There is no one to turn to except not to go to work. I would like to have somekind of support after six years of working with government alone."

"Look at my request for reclassification fairly."

Adverse Impact

The effects of discrimination and racism permeate the employment system. In the form of attitudes, particularly of supervisors and other employees the following impact is experienced by Aboriginal employees:

- Aboriginal people are excluded from employment, training, development and promotional opportunities. Negative attitudes create barriers to upward mobility, and maintain the representation and concentration at lower levels.

- A climate of suspicion and mistrust is perpetuated, resulting in an inhospitable workplace with the subsequent alienation and isolation of Aboriginal people. Under some conditions negative stereotyping and harassment of fellow employees contributes to an inhospitable workplace. The feelings of demoralization result in a lack of confidence for Aboriginal people to effect a change on their own behalf without the support of co-workers.

- Supervisors who are closed to diversity make decisions that are subjective and biased. Any racism underlying their attitudes is reflected in their decisions. On matters affecting Aboriginal employees (such as reclassification and developmental assignments) the outcome is again lack of support in all areas, and a vicious cycle results.

- The vicious cycle is manifested in the concentration of Aboriginal people in the lower levels and underrepresentation across the system.

Remedy and Special Measures

The following remedies are recommended to address racism, discrimination and attitudinal issues of managers and supervisors.

- Identify an independent committee to examine the negative attitudes of supervisors and managers and the impact this has on their decisions affecting Aboriginal employees.

- Develop and implement an anti-racist policy in government accompanied by an education program.

- Develop a program to identify and address circular and negative attitudes. Under the conditions of the anti-racist policy, require attendance of any manager or supervisor who may manifest racist behavior.

- Create an Aboriginal Ombudsman office to investigate and mediate complaints, disputes and grievances.

II CORPORATE CULTURE BARRIERS - "Old Boys Network"

The "old boys network" refers to the system of relationships and values that forms the corporate culture and condition and perpetuate the status quo. Employees that do not fit the stereotype are excluded from the support of this network.

Barriers:
The statistics clearly show that Aboriginal people are excluded from employment, training and development and promotional opportunities.

- 78% of respondents indicate they have no supervisory responsibilities.
- 62% say that there are obstacles to upward mobility,
- 35% see lack of support by management/supervisors as the major hurdle to promotion, advancement and supervisory positions.
- 43% of respondents attribute promotion barriers to `favoritism', and
- 38% also attribute recruitment barriers to favoritism.
- 39% say the lack of recognition and respect for Aboriginal employees is critical.
- 39% say the lack of opportunities to develop skills is a major barrier in competing against those who have the skills and support of the "old boy's network".

According to the comments and perceptions of respondents the "old boy's network" directly affects the employment, promotion and development of Aboriginal people:

> "Preference to hire white middle class individuals and to maintain status quo: difficult to break the old boys network."
>
> "Although I have frequently had to work in a supervisory capacity and I have proven myself capable of handling it. When I applied for promotion and I was denied and never informed as to why." (Without information to assess the situation accurately, the assumptions and conclusions drawn reinforce the status quo.)
>
> "Many supervisors/managers do not have a supportive attitude towards hiring or promotion of Aboriginal people."
>
> "As a Aboriginal person I am made to feel I have to prove myself."
>
> "Cultural difference values etc. come to play in the hiring process. Since mainstream society still holds most of the power positions, those individuals (non-mainstream) who don't understand the system are at a disadvantage, especially when competing head-to-head with mainstream applicants."
>
> "In selection of candidates for upper management positions - if you are one of the 'good old boys" you're in."
>
> "It's very difficult for Aboriginal people to fill because of standards ie. white, middle-class, urban individuals are always on top."

Adverse Impact

The "old boys network" describes how shared attitudes and values, primarily of decision makers, operate selectively to promote middle-class orientation and values in the recruitment and selection of new staff. Promotional opportunities are provided to those employees who share the same status, assumptions and class values, and those who hold different assumptions and values are excluded.

Recruitment and selection practices tend to replicate the pattern of the organization's current workforce - white middle class. It does not seem to be `favoritism' of particular individuals that is problematic, but favoritism accorded to a particular "type" that replicates the pattern of status and class values.

The corporate culture and `old boys network' results in exclusion because Aboriginal people do not fit into the stereotypical `mold'. It has the following impact:

- The network and corporate culture perpetuates the exclusion and the subsequent under-representation of Aboriginal employees in the Civil Service.

- It perpetuates and reinforces the concentration of Aboriginal employees in the bottom of the classification system of the Civil Service.

- It results in a climate of alienation and isolation when one Aboriginal person is hired and works in a culture of different values.

- Upper management jobs go to middle class individuals.

- The values of the `old boy's network' are manifested in ethnocentric behavior and staffing practices.

Remedy and Special Measures:

- Decision-makers, managers and selection personnel need to become aware of the impact of their own world view, through cross cultural training and awareness.

- An objective audit of staffing practices and the classification system needs to be undertaken to examine underlying ethnocentric values and the impact on designated groups that do not hold the same values.

- Expand the system of network relations to provide opportunities to include Aboriginal and other designated groups, with special measures designed to develop new relationships. Expansion of the `old boy's network' can be achieved by holding special initiatives to develop a partnership between senior management/ executive levels of government and key Aboriginal leaders, and create a healing relationship with the Aboriginal Community. This would include, for example, the kind of event that the Aboriginal leaders extended to the business community in November 1990, in which Aboriginal Chiefs invited Community Corporate Leaders to Dinner and Ceremonies. They met for a meal outside the context of directly doing business. The purpose was to network.

III VALUE BARRIERS - LACK OF ROLE MODELS

Barriers

There is a lack of Aboriginal role models in the Civil Service. The influence of role models is subtle but often decisive. For example, there are few women in the sciences and engineering or in positions of authority and decision making. Women for the most part work in supportive roles. This has a tendency to reinforce perceptions of women in supportive rather than authoritative roles. As women are not in positions to influence decisions which affect them, their absence from the decision-making process and authoritative roles perpetuates a discriminatory system. Without role models few women aspire to the non-traditional roles.

Similarly, the scarcity of Aboriginal people in leadership and authoritative, decision-making and professional roles is no less a problem. Their absence is a critical issue for the Aboriginal community, and a barrier to equitable employment.

Aboriginal people are frequently perceived with negative stereotypes such as "drunken lazy Indians" or other derogatory attributions of Canadian dominant group values. As Aboriginal people are not in positions to influence decisions which affect them, and change perceptions, their absence both perpetuates the barriers in the discriminatory system and reinforces the negative stereotypes.

For Aboriginal people the problem is compounded by the lack of role models, that are not reflected in their reality. The lack of role models creates a self-fulfilling prophesy: Without role models it is difficult to aspire to leadership roles. And without Aboriginal people in positions of authority, stereotypes of a "colonial mentality" persist. The self-fulfilling prophecy perpetuates the stereotype that "we are not good enough" and a resulting inferior socio-economic status.

According to the representation statistics of the Civil Service, in 1990 there are only three Aboriginal people in senior management positions. Their scarcity in leadership roles indicates that systemic barriers persist. Role models are necessary to influence change in both decisions and perceptions about Aboriginal people.

The following comments indicate concern about these issues:

"There currently is not one Aboriginal staff member in a supervisory capacity at the M.D.C. Does that tell you anything?"

"Need more Aboriginal people in management or decision-making positions"

"More Aboriginal people in management positions"

"A big barrier is the heavy handed approach by the Civil Service Commission to hire Aboriginal people at the lowest level possible"

"I have management background (ten years) and I was not accepted for supervising in my department, even though I was doing the work in the absence of a supervisor. I feel I was systemically excluded by management because they still don't trust Aboriginals for whatever reason. Preference to non-Aboriginal is automatically given for upward mobility and preferably to men."

Adverse Impact

The lack of role models affects Aboriginal people directly by discouraging them from applying for certain positions, and indirectly by reinforcing the perceptions and decisions which exclude them.

The vast number of Aboriginal employees is concentrated in the lower levels and lower classifications in the civil service. (Over 50% are in administrative support or entry level positions.)

Remedy and Special Measures

There need to be more role models for decision-making and authoritative roles like judges, physicians, lawyers, engineers, senior officers, assistant and deputy ministers, Aboriginal elders in counselling for employee assistance programs, managers, technical positions, legal aid and other traditional and non-traditional roles in the civil service.

- Establish strategies for Aboriginal employees to gain experience and attain management roles, that will correct the imbalance in representation, address lack of "executive" role models, and help promote awareness and visibility of Aboriginal people in government.

- Establish a timetable to increase representation of Aboriginal people in senior officer positions to 4% of senior management positions in line with established Affirmative Action 1, 3, and 5 year targets.

- Ensure that Aboriginal people are represented in key decision-making and management roles of services where Aboriginal people are predominantly the clientele. This would be parallel to the French Language program that allocates positions to serve French clientele. Departments would be responsible for setting specific numerical targets in their departmental Affirmative Action plan.

- In collaboration with the Aboriginal community and network, establish secondments, special assignments and acting appointments for suitable Aboriginal individuals in professional and technical roles to gain new experience and executive development.

- Create a mentoring program for Aboriginal employees aspiring to management positions.

- Where Aboriginal people have no representation in technical, trades, para-professional and administrative roles, develop underfill positions to provide on-the-job training.

IV SYSTEMIC BARRIERS - PROMOTION & ADVANCEMENT

Human Resource Practice

Human resource practices that deal with promotion and advancement include:

- holding competitions (internal & external)
- reclassifying positions
- using acting status
- waiving competitions

Barriers

Barriers to promotion and advancement of Aboriginal staff persist in the current practices. According to the survey:

- 78% of respondents say they have no supervisory responsibilities.
- 76% indicate that they have **not** been **promoted** in the last four years.
- 62% say upward mobility is a barrier.
- 54% of respondents indicate barriers to promotion.
- 43% identify **"favoritism"** as the main obstacle to promotion.
- 39% of respondents say experience/skills are not recognized.
- 39% identify lack of opportunities for skill development.
- 36% say attitude of supervisor/management is an obstacle to advancement.
- 35% consider lack of encouragement and support of management as a problem.
- 37% lack on-the-job training; 34% have no internal training opportunities and
- 27% indicate no bridging job opportunities all of which contribute to limited opportunity.

The above statistics validate the following (selected) comments:

"I had applied for promotions many years ago and was denied each time."

"Promotion is predetermined in advance by friendship or a personal influence by supervisor for person he wants (I was given verbal proof by supervisor)."

"Management were not in support. I found that the negative was focused on and then an issue was made of it. By denying your/any requests limit your opportunity to learn new skill."

"Possible favoritism and juggling of workers to suit management."

"They continue to promote workers that are considered `the good old boys'; you have to know the "right" people sometimes for promotions."

"Promotion is not always fair. It seems only good friends get promoted."

"Favoritism always seems to come into play, why even post a job when its just a "formality."

"Departments lose good reliable employees by not recognizing their potential and value in the workplace."

Adverse Impact

Current promotion practises, as they are perceived by respondents, adversely affect Aboriginal employees' upward mobility, opportunities for support, and access to management positions. The following results of the statistical and commentary data indicate the effect of the practices and impact on Aboriginal employees.

- Aboriginal staff are compressed and concentrated into lower level classifications that provide poor access to promotion.
- The `old boys network' and hierarchial status quo that underlie the promotional practices, perpetuate systemic problems and the subsequent impact on Aboriginal representation.
- The promotional practises are perceived by Aboriginal people as involving a system of "favoritism" particularly by those who don't have access to that network.
- The status quo leaves Aboriginal employees at the bottom of hierarchy.
- There are restricted opportunities for advancement of Aboriginal employees.
- Skills and abilities of Aboriginal are unrecognized and underutilized.

Civil Service statistics corroborate the concentration of Aboriginal employees in low level classifications. The lack of promotional opportunity often results in low morale and lack of motivation by Aboriginal people, and a subsequent perpetuation of a cycle. Alienation and isolation deter Aboriginal people from learning and using normal channels to obtain information about employee rights in the system.

Aboriginal people within the Civil Service have skills and abilities required to do management jobs. The system must recognize those skills, and support the promotion of Aboriginal people by such special measures as acting status and waivers of competition which would give Aboriginal people experience necessary for further upward mobility.

Barriers that are reiterated over and over again by respondents, point out that their skills are **not being recognized**, and they are not getting the support of management. As has been pointed out in other studies women are continually being asked to prove themselves first, and maybe then might be given an opportunity. This study clearly indicates that Aboriginal people like other designated groups face this difficulty: you have to have done the job to get the job. Aboriginal people see that the reverse situation - opportunity and then proving oneself in the position - is what is currently the case for those who obtain their first management position. And this is what seems to be meant by "favoritism".

Remedy and Special Measures

Equity in promotion practices is a necessary step in correcting imbalance in representation of Aboriginal people in management positions, and across all classifications in government. The following are possible remedies:

- Establish timetables to ensure that professional Aboriginal employees attain positions in key decision-making and management roles, especially where Aboriginal people are underrepresented in management and where Aboriginal people predominate the clientele of services. Use acting appointments proportionately to non-designated groups who receive promotional opportunities.

- Examine the success rate of Aboriginal employees for reclassification. Include information with flow data indicating all aspects of the process, particularly the number of requests received and denied in departments.

- Review applications of those Aboriginal employees who were turned down for reclassification, and examine the classification system for its impact on Aboriginal employees. Take steps to rectify the systemic barriers and bias identified.

- Examine the pay system for differences in renumeration impacting Aboriginal employees, particularly any differences in how the job description reflects the actual job duties and corresponding pay. Note particularly positions such as airport managers and any pay differential when compared to other equivalent managerial positions in the system. Also consider distinctions in pay and classification within a series, where job responsibilities are essentially the same as for example in the HS series.

- Ensure that measures are in place within the departmental Affirmative Action plans, for Aboriginal staff to get special assignments that will impact on their promotional opportunities; for example the use of acting and underfill appointments, special assignments, bridging opportunities, mentoring, etc.

- Negotiate an "Affirmative Action override" provision to facilitate promotion of Aboriginal employees by using preference beyond the current use of entry level to a series.

- Incorporate responsibility for the recognition of skills, support of development, and promotion of Aboriginal employees in the performance appraisal process of managers and supervisors.

- Through job redesign establish bridging and other semi-skilled job opportunities to increase access to higher positions in the classification series.

- Develop career paths for Aboriginal employees.

- Educate Aboriginal employees in how the promotion and classification system works, to reduce perceptions of favoritism that result from lack of knowledge of how the competitive employment system works and provide information on employee rights in respect to the system.

II RECRUITMENT

Human Resource Practices

Human resource practices used for recruitment include :

- holding competitions
- bulletining positions and advertising
- providing employment counselling and support services
- maintaining staffing inventories

Barriers

Consistent with the barriers to promotion and advancement, current recruitment practices have not achieved an equitable representation of Aboriginal people in government. 41% of respondents to this question identified recruitment as a barrier. "Favoritism" is the main factor @ 38% and "too much from within" follows @ 24%.

The following comments are consistent with the statistics:

> "Recruiting does not take in Aboriginal communities adequately. Appearances are usually token to appease government or for affirmative action purposes especially if method is not known. Politics and favoritism is often a factor".
>
> "The way of recruiting is seen to favor the white middle class individual."
>
> "Have not bothered to apply for any positions because Northerners (Aboriginal) are bypassed in favor of white young females who are friends with a select group of Civil Servants in Winnipeg that control everything."
>
> "Most internal competitions have a pre-selected candidate."
>
> "Only those who are a favorite to the supervisor get ahead or friendship."
>
> "Supervisors are mostly white people and seem to stay with those employees."
>
> "In my opinion, the supervisors already have the applicant picked out for hiring even before they start to interview for the vacant position."

Adverse Impact

According to the survey, adverse impact of current recruitment practices on Aboriginal people is evident. Again Aboriginals are excluded, Aboriginal people are underrepresented in Civil Service, and barriers are perpetuated.

Remedy and Special Measures

The Aboriginal Advisory Committee recommends the following measures to remedy the barriers in External Recruitment practices:

- Develop a more effective and aggressive outreach strategy involving personal contact and interface with Aboriginal communities, and I.A.N.E. to recruit Aboriginal people into jobs for which they qualify near their home communities and rural environments. Improve job advertising and outreach to ensure that meaningful contact is made within the Aboriginal community and bulletins are circulated within the communities and organizations.

- Ensure bulletins are written in a format that can be understood by and will attract people from Aboriginal communities to apply for positions. For example the Department of Justice obtained feedback from an Aboriginal person, and rewrote the bulletin for a court communicator in Thompson. (see attached sample of both bulletins - Appendix I)

- Develop an intensive government-wide strategy, in collaboration with I.A.N.E., for CSC employment counselling for Aboriginal employees and professional staff from departments, to provide information to Aboriginal youth about careers in the Civil Service. These activities would be similar to the `Career Days' program, and the programs of Hydro and Highways. This would accomplish three objectives:
  1) It would enable Aboriginal youth to identify options for jobs and career paths, and the qualifications they need to aspire to these careers.
  2) It would provide Aboriginal youth with actual Aboriginal role models of careers, roles and people which currently may not be available or occupied by Aboriginal people in their home communities.
  3) It would provide a means to recruit graduating Aboriginal youth from the home community on reserves, Metis communities, urban high schools, and directly from universities and community colleges.

- Establish satellite Employment Counselling offices of the Civil Service Commission in the Core Area and (particularly Aboriginal) rural communities as part of an outreach strategy. Staff the leadership positions of the satellite offices with designated groups reflective of the community.

- Develop a process to formulate an Aboriginal inventory (internal and external) of all accepted applications. From the original applicant inventory further incorporate the applications of "qualified" Aboriginal candidates into an inventory for professional & technical positions. This component would be composed of applicants who have been unsuccessful in the competition for which they originally apply, but who are able to do the job based on their qualifications. Use the inventory selectively to interview candidates for similar positions.

- Recruit entry level to a series from Access programs, Universities, Community Colleges for professional and technical roles in which Aboriginal people are under represented.

- Form recruitment teams that are composed exclusively of Aboriginal employees to facilitate recruitment a) in areas where the client population is primarily Aboriginal; and b) for positions that have no Aboriginal representation and labour force availability warrants it.

- Establish work/study programs and summer employment programs for Aboriginal people to provide future recruits.

The following measures are recommended to remedy **Internal Recruitment practices:**

- Examine the design of the `Recruitment System' and the adequacy of the internal bulletin process to meet internal recruitment needs, particularly for lateral and upward mobility of Aboriginal employees.

- Institute special measures career counselling & assessment programs, to improve internal recruitment and from the information that results recruit Aboriginal employees for lateral and upward mobility. The career programs would identify the career interests of Aboriginal employees and provide direction for goal achievement.

- Examine the internal recruitment process to ensure that bulletins are received in advance of the closing date and are available where they can be seen by all employees.

- Establish a comprehensive program for new recruits to obtain training and career development information and support. This program would include an orientation package, ongoing support and mentoring, with upward mobility beyond the entry level within 2 years.

- Increase the use of preference to jobs that recruit to classifications beyond entry level.

III EDUCATION REQUIREMENTS

Human Resource Practice

Bona Fide Occupation Qualifications (BFOQ) are requirements necessary to do the job and meet safety and efficiency standards, including legislated and non-legislated job specifications. These most frequently involve education requirements, but may also include experience requirements.

Barriers

Consistent with the findings on promotion and recruitment barriers, **39%** of respondents say education requirements present barriers to employment opportunities within the Civil Service. The major reason given is that requirements are **"too high" @ 54%** and **"too heavily weighted" @ 24%.**

- **62%** of respondents to this question say more education opportunities are necessary to overcome barriers
- 39% lack opportunities for further development of skills
- 35% lack formal education
- 37% lack on-the-job training
- 35% lack encouragement and support of management
- 34% indicate no internal training opportunity

The following comments reinforce the above two major concerns:

"At times, too many prerequisites are asked for in the position in question, eg. education is highly focused when at times is not required."

"Adding education requirements that don't fit the job description, one creates an obstacle."

"A lot of people have the experience for instance working in acting capacity, but because we don't have a degree or the necessary training we don't get promoted. Someone else with a degree would be chosen first."

"Education standards are very high for position standards."

"Aboriginal people don't usually have the education needed for higher positions."

"The requirements are set too high."

Adverse Impact:

An analysis of concerns on educational qualifications as "too high" with barriers affecting Aboriginal people, shows the effects as follows:

- **"Bona fide" qualifications (valid requirements):**
  Educational standards used by the Civil Service are impacting employment opportunities open to Aboriginal people, both for those within the system and wanting to advance, and externally for those wanting to secure employment within the Civil Service. Although qualifications may be valid and necessary to do the job, the low level of education attainment of Aboriginal people generally, affects the conditions under which they compete in both the labour market and the Civil Service. Where they are not able to meet these "competitive conditions", educational qualifications are adversely affecting the representation of Aboriginal people within the Civil Service. Where requirements are valid, it may be necessary for the Civil Service to consider addressing directly the "competitive conditions" in order to affect a change in representation. Special measures to support the attainment of educational qualifications through training and development opportunities would enable Aboriginal people to compete more equitably, where requirements are valid.

- **Inflated qualifications (questionable requirements or credentials):**
  The specific competence needed to get a job done may result in overinflated requirements when they are not necessary to meet safety or efficiency standards. Requiring education beyond what is necessary to do the job frequently happens because the standard is set on the history of the job, the person who has done the job in the past, and questionable assumptions about the way the job skills are obtained. Over inflated education standards result in the exclusion of Aboriginal people from job opportunities that may fit their skills, abilities and experience. When skills and experience are assessed from alternate points of view using equivalencies and transferable skills, the focus is on whether the person can do the job, not on their education credentials.

Concerns indicating educational qualifications are "too heavily weighed" show the following effects:

- Where qualifications are over inflated and not bona fide, Aboriginal people may be able to do the job with their present sets of skills. However the inflated qualifications decrease opportunities for employment of Aboriginal people relative to the population. In addition there is a limited pool of Aboriginal candidates in the labour force eligible for jobs for which they qualify. Many Aboriginal people able to work are not in the labour force thus further reducing the availability pool.

- Although Aboriginal people are beginning to obtain employment in the Civil Service, they continue to be compressed in lower levels of classification series, and concentrated at "bottom" levels of the Civil Service.

- Aboriginal people are not represented in all occupations in the Civil Service, and the result is severe exclusionary impact particularly in management, technical and professional roles. Aboriginal people are also concentrated and in seasonal employment with departmental, contract and temporary positions. (see demographic information).

Remedy and Special Measures:

Remedies for concerns that qualifications are "too high" where job requirements are "Bona fide" and requirements valid:

- Collaborate with educational institutions to review accreditation, establish and validate alternatives to and equivalencies for obtaining professional and technical qualifications.
- Establish educational leave and assistance policies within government and departments to support increasing opportunities for Aboriginal employees to attain qualifications for bona fide job requirements.
- Develop appropriate special measures to enable Aboriginal people to obtain training and development opportunities to meet bona fide qualifications and standards.

Remedies for concerns that qualifications are "too high" where job requirements are NOT "Bona fide" or may have "inflated" qualifications and questionable requirements:

- Examine job specifications to ensure they are bona fide and alternatives are developed by departments, to address any inherent systemic barriers.

Remedies for concerns that qualifications are "too heavily weighted:

- Examine the selection process for the weighting of qualifications and its impact on Aboriginal people. Ensure that weighting of candidates' qualifications in the interview matches what is necessary to do the job.
- Examine the selection process for how the weighting of educational qualifications in the selection of candidates, may involve conscious or unconscious "bias" of Aboriginal candidates. Address how the criteria are used to weight qualifications, match people to jobs, and result in impact on the representation of Aboriginal people.

IV EXPERIENCE REQUIREMENTS

Human Resource Practices

Experience requirements are inherent in these human resource practices:

- Analyzing jobs and formulating job descriptions
- Identifying job requirements and qualifications for competitions

Barriers

Barriers identified in promotion, recruitment and education requirements are also evident in the experience requirements. 39 % of respondents attribute reasons for the barriers as being "too high" @ 40%, "too inflexible and rigid" @ 37%.

(Selected) Comments reinforce the above statistics:

> "Often managers/supervisors over-estimate the amount of experience required for a person to perform a job."
>
> "How will you have experience when you are not given a chance to prove your worth."
>
> "I have got 17-1/2 years experience in plumbing but stay as a maintenance assistant."

Adverse Impact

Current practices matching job requirements to candidates' experience impact on Aboriginal people achieving equitable representation. Many of the same adverse effects result from experience barriers as for education requirements. `Experience requirements' have the following effects:

- **Criteria are too narrowly defined,** and limited to role experience, resulting in a narrow selection of candidate's with role experience (`You have to have done the job to get the job'), and few opportunities to gain role experience. (eg.) "Management experience" usually means previous experience in a particular management role rather than by considering component management skills necessary to do a job, that matches a candidate's range of experience.

- Rigid application of narrowly defined criteria discourages and excludes many Aboriginals from applying, resulting in a **decreased pool of Aboriginal candidates.**

- **Skills and abilities are not recognized;** How skills are recognized and validated may be culturally selective. Gaps in the interviewers' knowledge about cultural differences may "bias" selection in favor of candidates that reinforce the bias.

- **Aboriginal staff are underutilized.** They often do not get the opportunity to develop their experience through assignments and acting status, to obtain the necessary experience to compete for jobs requiring the role experience. As the respondent stated: "How will you have experience when you are not given a chance to prove your worth."

Remedy and Special Measures

- Examine experience requirements to ensure that stated role experience is actually necessary to do the job. As recommended in the education section, ensure that experience requirements are valid to meet bona fide safety and efficiency standards.

- Develop criteria to assess and weight candidates' experience on a broad range of skills & experience rather than only on past "role experience".

- Expand the pool of Aboriginal candidates for competitions to include recognition of skills obtained through alternate means. This includes credit for on-the-job experience, transferable skills, and work in Aboriginal associations and organizations.

- Utilize on-the-job training, job rotation, probation period, underfill, acting status, and special assignments to develop experience and expose more Aboriginal employees to new job opportunities.

- Provide training and exposure to staff on interviewing boards to ensure that assessment of candidates' experience does not perpetuate cultural bias.

V SELECTION

Human Resource Practice

Selection of a person for a job involves:

- identifying required qualifications
- identifying selection criteria
- waiving competitions (for internal selection)
- using preference

Barriers

The survey identified 32% of respondents who say selection criteria is an obstacle in the selection process. A further 22% attribute barriers to "discrimination", 22% to "specify better", followed by "selection made prior" and "irrelevant criteria" each at 19%.

The following (selected) comments indicate the concerns of respondents:

> "No Aboriginal personnel sitting on selection committees."
>
> "Racism is a factor, based at times because of culture, race and socio-economic status."
>
> "May be doing job already but won't get promotion because I don't have all selection criteria ie. education.
>
> "Point system discriminates in some cases."
>
> "Although I have frequently had to work in a supervisory capacity, and I have proven myself capable of handling it when I applied for promotion I was denied and never was informed as to why."

Adverse Impact

- According to the comments, Aboriginal people view the selection process as adversely impacting on them because it is restrictive and biased, and the selection criteria are often irrelevant to the job. Discrimination is experienced by Aboriginal people under a point system as they often feel their potential contribution is not seen or assessed in a fair way. The subjectivity and built-in assumptions of those on the selection committee that goes unchallenged with the point system because it masks the impact through the collective bias of the group, under the auspices of an objectively valid quantitative assessment. Where such systems go unchallenged, Aboriginals do not have a way to address any inherent bias directly. Further, when Aboriginal people believe they have merited and are capable of advancement by having proven themselves in the role, but are denied reasons for non-promotion there is no way to address the inconsistency. The conclusion drawn by Aboriginal people is that the system is biased, discriminatory and under some circumstances, racist.

Remedy and Special Measures

- As previously stated Aboriginal people must be represented on selection boards.

- Examine the use of a "point system" as an effective tool to assess experience and compare candidates competitively, for its impact on the selection of Aboriginal candidates. Consider alternative ways to assess competence and suitability.

- Examine selection criteria for relevance to the job, considering any bias, discrimination, and impact on Aboriginal people. Consider alternative values and methods to establish criteria for selection, for example collaborative and co-operative vs competitive approaches.

- Examine the impact of the selection process and selection criteria on Aboriginal candidates in conducting the audits of selection results.

- Develop a special course for identifying cultural and racial bias in the selection and interview processes. An alternative may be to expand the present "Recruitment & Selection" course to include concepts of racial bias and cultural diversity, as these impact the selection of candidates.

VI INTERVIEW

Human Resource Practice:
Interviews are conducted to determine the suitability of a person to a job. A selection board determines the "competence" of those candidates screened-in for interview. Candidates' skills are compared against job criteria and against each other in a competitive process. The following practices are used in the process:
- Designating personnel for selection boards
- Screening applicants
- Holding interviews (Selection Boards)

Barriers
According to **36%** of respondents to this question, barriers for Aboriginal people are indicated in the interview process. Respondents say the interview process is **"scary/culturally foreign" @ 42%** and "irrelevant" **@ 32%.** The interview process is intimidating, culturally insensitive and biased. The interview process focuses on middle class values and is closed to diversity. The following comments show concern about interviews:

"Most people are not prepared for a six person interview."

"Interviewers should have some cultural sensitivity."

"Based on mainstream cultural norms/values."

"For northern positions southern non-Aboriginals do the interviews. They are not knowledgeable about working in northern remote areas."

"Some questions have no relationship to job requirements."

"Inappropriate for Aboriginals especially if interviewers don't understand the background, culture, the people, behavior, etc."

Adverse Impact

The interview process is critical to the selection of candidates. The barriers to equitable representation and employment in government will be addressed only when the following transformations take place:

- understanding diversity of values and cultures;
- recognition that different cultures are equally valid;
- application of techniques during the interview process which encourage and validate differences, rather than discourage them.

The comments of respondents and statistical impact indicate the following effects on Aboriginal people:

- The cultural norms and value assumptions of interviewers are prevalent in and characterize the whole interview, and impact on the candidate's experience in the interview.

Adverse Impact cont'd

- An analysis of the prevalent values, according to survey respondents indicates that the values of interviewers are often ethnocentric. Interviewers have a "world view" that uses their own culture as a basis for value judgements of the behavior and norms of other people and cultures, and influences their understanding and interpretation of candidates' abilities.

- Culturally based values different from accepted norms affect the interpretation of verbal and non-verbal interview responses, and body language, such as eye contact, physical gestures, silence, and responding quickly or slowly. Many factors such as personal appearance, dress, mannerism, tone of voice and speed in responding to questions influence interviewers' view of candidates. Different meanings may be attributed by the "white middle-class" norms and imply negative stereotypes.

- The way questions are asked, how the interview is controlled, and how the subjective or biased rating criteria are used also affect the interview process and outcome. When ethnocentric behavior of the interviewer is unconscious and unchallenged it results in bias in the assessment of "competence" of candidates. The outcome of the interview impacts adversely on Aboriginal people when interviewers do not address their cultural differences.

Remedy and Special Measures:

- On-going Aboriginal awareness, value clarification, and cross cultural training, is necessary for personnel administrators, affirmative action co-ordinators, managers supervisors, and staff who interview or work with Aboriginal clients.

- Aboriginal representation on interview boards is critical to balance cultural bias and ethnocentic behavior of interviewers.

- Aboriginal employees identified to participate in the interview require training in the recruitment and selection process.

- When appropriate to the job or selection of candidate, conducting interviews in the Aboriginal setting or community, and in the Aboriginal language where relevant, promotes understanding and cultural sensitivity.

- Guidelines on culturally sensitive interviewing, particularly for interviewing Aboriginal candidates, need to be developed. These guidelines would be used by interviewers and monitored by management and personnel on an on-going basis. Guidelines would also be available to candidates to ensure they know what to expect in the interview, and can be assured of equitable treatment in assessing their skills and abilities.

- A training course on "Interviewing Aboriginal People" also needs to be developed to promote the use of the guidelines, and to ensure clear knowledge and understanding of the application of Affirmative Action principles and policy to the interview process.

(2) DEVELOPMENT NEEDS

Identifying Professional Development
needs of Aboriginal employees

PROFESSIONAL & DEVELOPMENT NEEDS - EDUCATION & TRAINING

Human Resource Practices

- Educational Leave & Assistance program
- Development programs: Executive Development (for women)
  Management Development
  Career Development program
  Career Pathing program

- Training Courses (internal through Development & Training Branch)
- Training Courses (internal through gov't ie. computer training: Information Management)
- Training Courses (external) & Conferences
- Secondment, Special Assignments, Bridging
- On-the-job training

- Employment Counselling & Support Services
  (offers Resume Writing, Interviewing courses and other special measures)
- Employee Assistance program
  (offers personal counselling, stress management and other personal growth & development opportunities)

Barriers

According to the survey 62% of the respondents say they need more educational opportunities to overcome barriers and obstacles in the government employment system.

Of these 62% respondents who say they face difficulty in moving up in the system, barriers are given as "lack of education", "too few opportunities" and "too slow advancement".

In addition, 58% say they are not aware of the Education Leave/Assistance Policy.

Other development and training concerns show:
- 39% lack opportunities to develop skills
- 37% lack on-the-job training
- 35% lack formal education
- 34% identify no internal training opportunity
- 35% lack encouragement/support of management and
- 29% indicate lack of information about career opportunities.

The perceptions of Aboriginal people concerning training and development are reinforced in the following comments:

"Extra training where required, because Aboriginal people do not have the same opportunities as most others."

"Look at training for Aboriginal employees to compete for Management positions."

"The impetus for career development now comes from an Aboriginal person's own actions. I'd like to see a package developed with input from Aboriginal civil servants that would outline various options in meeting career goals. There could be a career day for civil servants or information could be put on video for distribution to departments."

"Being able to take education pay leave to further my education. I do not want to remain a secretary for the remainder of my working days. I feel I am intelligent and could put my experience and qualifications to better use."

"Have seminars to inform us what our rights are so we can pursue our goals. Provide a support group. Have an Aboriginal person involved in the appeal process."

"Financial aid - payment of courses required at outside institutions. Some time off as there are one week courses during the day which I have to use holiday for which means I can only take one a year."

Adverse Impact

The above survey statistics on training and development opportunities and the persistent lack of opportunities for 1/3 to 2/3 of Aboriginal employees impacts adversely on their representation and advancement throughout government. The survey shows the following results:

- the perpetuation of Aboriginal employees in low levels, low classification, low status and low pay positions
- Aboriginal employees do not feel they have equal access to educational and training opportunities
- Aboriginal employees are underutilized because their skills, talents and abilities go unrecognized
- Aboriginal employees are excluded from promotion and advancement with limited or no upward mobility.

When Aboriginal employees are underutilized they may lose self-confidence and motivation because feel their capacities are ignored and under-valued. The discrimination in the system and lack of support from management for them to develop their skills and abilities results in discouragement, and subsequently impacts on the turnover rate in the Civil Service.

Remedy and Special Measures:

- Develop a special measure by which to identify, systematically, career goals, interests and potential of Aboriginal employees and include this information in the departmental Affirmative Action plan. Formulate objectives for Aboriginal employees within the department to obtain career development assignments and fast track career training.

- Disseminate **job information** to interested Aboriginal employees for a wide range of occupations, particularly where they are under-represented, ie. management and technical positions.

- Provide **accelerated opportunities** for Aboriginal employees to upgrade their skills and abilities, with a view to preparing them for the next step on their career ladder. Acceleration requires initiatives to support career exploration and planning, apprenticeship programs, internship, mentoring, bridging opportunities, job rotations, educational leave and secondments.

- Address **prerequisites for entrance to courses** to include part time status, seasonal workers and issues of occupational status, prohibiting attendance at relevant training. Ensure departments undertake responsibility for alternative employee development, than directly job-related training for Educational Leave policies and training practices.

- Identify issues preventing Aboriginal staff from obtaining sabbatical and educational leave to complete or obtain essential qualifications for their current role or career path.

- Introduce a training and **development package** to orient new Aboriginal employees to requirements for upward mobility.

- Where **charge-back costs** for training and development are prohibitive to some departments, develop an initiative to provide **equitable opportunities** for Aboriginal employees to receive training, to enable them both to do their present job better and prepare them for additional responsibilities involving upward mobility.

- Address issues in which the supervisors either refuse to allow or do not support attendance at Civil Service and other courses, because it requires time away from role responsibilities under conditions of restraint, few resources or other prohibitive reasons.

- Address the length of time taken to obtain approval to attend Civil Service training.

(3) AFFIRMATIVE ACTION

Assessing Affirmative Action
from an Aboriginal perspective

AFFIRMATIVE ACTION

Human Resource Practices:

The Civil Service is mandated to address discrimination in government employment through the Affirmative Action policy. The purpose of the Affirmative Action program is to ensure that designated groups, including Aboriginal people, are equitably represented throughout the Civil Service and are provided with relevant supports to achieve equity. The practices include:

- Establishing annual departmental plans and numerical targets
- Collecting & monitoring representation data on designated groups (including statistical data on appointments, promotion, reclassification, training attendance etc.)
- Identifying and eliminating discrimination in the employment of the Civil Service, including auditing employment policies & practices for systemic barriers.
- Initiating special measures to address discrimination - training and development programs, accommodation to special needs, technical aids, etc.

Barriers

45% of respondents to the survey indicate they are "unfamiliar" with Affirmative Action and "want to know more". **31%** say it is a good program, and **18%** say "it is ineffective". Overall, the barriers relate to racism & discrimination inherent in the system and ineffective promotion practices.

The systemic barriers seem to have translated into discrimination inherent in the Affirmative Action policies and program itself. The following comments concern the Affirmative Action program and how it might be strengthened:

> "Management feels they are being pressured to comply with recent hiring practices, and therefore will let you know with double talk that this is so. They will ensure their kind of discrimination no matter who tells them how to conduct their management policies."
>
> "I know both my immediate supervisors do not agree with the Affirmative Action Policy".
>
> "Ensure Affirmative Action policies are adhered to, and explained competently to present employees. A follow-up protocol -- checking on personnel departments to verify they are adhering to Affirmative Action procedures."
>
> "I was told indirectly I was a token at my present employment at the start of my job. The word was used by management."
>
> "I don't know the answer on how to battle racism and discrimination in my department. I guess fair treatment to all persons wishing to advance and disciplinary action toward anyone practicing racism/discrimination."
>
> "Aboriginal people hired at the lower level of any classification is very unfair and unjust."
>
> "To ensure that when we read `Affirmative Action Candidates(apply) that this in fact the case."

"Some tend to think Affirmative Action hiring practices are unfair."

"Coordinator should tabulate each department's Affirmative Action Plan and ensure appropriate changes and requirements are taking place, ie why are there no promotions for Aboriginal people."

"It's been just recently that the Affirmative Action program has been posting bulletins for career development opportunity. I think this may help most of the Aboriginal people in the clerical/administration components. I feel that it will be a good program for us, especially the on-the-job training."

Adverse Impact

Although 18% of survey respondents indicated a concern that the Affirmative Action program is ineffective, the overall consideration of adverse impact must take into account the survey responses as a whole. Assessing the program from an Aboriginal perspective must take into account both the specific responses to this question as well as consider the outcomes in light of the overall conclusions of this survey. Under the assumption that the purpose of Affirmative Action is to address and rectify discrimination in the employment system, particularly in this case with respect to Aboriginal people, the barriers identified throughout this survey show that Affirmative Action efforts have been modest at best in achieving this objective.

An analysis of comments on Affirmative Action show the following critical considerations to be addressed to achieve successful results in the long term:

- There is a need to monitor more critically, employment practices and their effects, at both the departmental and central level, in implementing Affirmative Action objectives that will identify and eliminate discrimination in the Manitoba Civil Service. Some discussion between the departments, the Civil Service Commission and the Aboriginal Advisory Committee may be required to discern how this monitoring may best be achieved, within the framework of an integrated program that has not yet become fully self-monitoring. It indeed may be questionable whether an external `watch-dog' approach could effectively monitor the system. Yet an integrated program has not always the capacity to be self-critical, without some framework for addressing difficult and critical situations in other than historical ways.

- Aboriginal people are still **excluded**, resulting in under representation of Aboriginal people in the Civil Service, particularly at the middle and upper levels.

- Although there has been some change, **progress is critically slow** with only 4% Aboriginal people in the Civil Service.

- Some supports and **special measures** like the Career Development program are in place, but **more are needed** to achieve equity as the majority of respondents still say that there are obstacles to upward mobility.

- **`Reverse discrimination' allegations**, and hostility and resentment towards target group members, by non-Aboriginal people indicate a lack of understanding of the purpose and objectives of the Affirmative Action program and **impede the effectiveness of the program.**

- Promotion and advancement opportunities are severely limited, which make upward mobility very difficult for Aboriginal employees.

- Tokenism is the result of conflicting attitudes towards the Affirmative Action program. Where the practice is to hire one Aboriginal staff in a branch or division the result may be alienation and isolation, and be perceived as tokenism. Without the support of management and fellow employees, and support of other Aboriginal staff, such tokenism impedes the effectiveness of the program.

- The role of the Affirmative Action Coordinators with respect to their Affirmative Action mandate to address discrimination becomes ineffective when their responsibilities for administrating human resources are perceived as conflicting with reponsibilities for addressing discrimination and changing discriminatory employment practices. Personnel directors are expected to maintain the status quo and may experience role conflict when Affirmative Action issues require creative rather than prescriptive solutions. Maintenance of status quo over-rides Affirmative Action and the introduction of change. Personnel Administrators and Affirmative Action Coordinators may not perceive either that they have the responsibility or authority to introduce changes to the employment practices, that are perceived as radical or different from the way things have traditionally been done.

Remedy and Special Measures:

- As the Affirmative Action Policy was originally signed in 1984, an update of the policy signed by this Administration would establish current goals and reconfirm commitment to achieve a representative civil service for Aboriginal people.

- There is a need for leadership by the Minister responsible for the Affirmative Action policy and program, as well as a need to strengthen the accountability for Affirmative Action by Deputy Ministers through a critical review of departmental progress and accountability to Cabinet for results.

- Although monitoring of the statistical data on Aboriginal representation is conducted, visible and demonstrable commitment by the Deputy Ministers at the departmental level would enhance the credibility of the Affirmative Action program and support change to the employment practices within the department.

- Formulate a working committee of innovative and progressive, selected personnel to address the issue of role conflict of personnel administrators/Affirmative Action Co-ordinators. The committee would be composed of Personnel Directors, Affirmative Action Coordinators, Aboriginal representatives and an organizational development consultant with employment equity expertise, to address this issue. Selection would be made by the Aboriginal community and the provincial Affirmative Action Coordinator each selecting an equal number.

- Shift the focus of the Affirmative Action program for Aboriginal people, from getting Aboriginal people into the organization to ensuring representation across all occupational groupings and levels of classifications by establishing Affirmative Action strategies in specific occupational areas.

(4) ABORIGINAL NETWORK AND SUPPORT SYSTEM

Establishing a network and support system with Aboriginal Employees

ABORIGINAL NETWORK AND SUPPORT SYSTEM

The development of Aboriginal contacts and new relationships of Aboriginal employees within government is expressed by respondents as important kind of support to overcome many of the feelings of isolation and alienation. This type of support in the form of a networking process would benefit Aboriginal people by providing the following advantages:

- role models, as indicated by 42% of respondents;
- an exchange forum for ideas and information, as identified by 37%, and
- new opportunities, as suggested by 32% of respondents.

Some of the comments relevant to the network point out the critical need:

> "It would benefit me by being able to hear how others handle specific situations."
>
> "It would benefit due to the social isolation imposed by working in a cross-cultural situation. It would have been beneficial to have a support network when I was first hired. If I had not been of a mature age, with a support network of my own, my job would have been extremely difficult."
>
> "Networking would fill in the void for me. The contacts would provide me with the information not given to me since I started working in the Civil Service."
>
> "It would provide a support system (a professional group of hard working individuals to see each other and how many there really are and could possibly inspire more passive individuals to go for career choices, not routine jobs)."
>
> "It helps with positive role modeling, boosts confidence, and sharing of information. It is a MUST."

This kind of network within a large scale bureaucracy is not a prevalent form of support system for Aboriginal people. Since Aboriginal people for the most part do not participate in unions within government, with any frequency, the network also provides an opportunity to expose the Aboriginal situation and a indicate to management, the needs and concerns of Aboriginal employees. The closest likeness of a networking support system is the `Women in Government Network' supported by the Women's Directorate.

Participation in the network is supported by a high proportion of respondents @ 87%, most of which indicate they would like to hold meetings and workshops, regularly or occasionally. 33% suggest a newsletter for communication.

The communication of shared feelings and experiences in the workplace is important for maintaining one's identity in a `faceless' bureaucracy where the roles of the workplace frequently interfere with the development of the person and values of sharing. Networking would help for developmental reasons, as well as to create awareness in all spheres of government. For the most part, Aboriginal staff feel they must network to become aware of shared problems, ensure they receive fair and just treatment and pass on to the younger generation new and positive ways to resolve problems successfully.

Remedy and Special Measures:

Develop the following strategies to support Aboriginal employees and enhance a networking process:

- In developing necessary supports for Aboriginal people in the system, a counselling function consistent with Aboriginal culture and values is relevant within the context of the Aboriginal network. A role for an Aboriginal elder in the Employee Assistance Program is recommended. The elder role would provide counsel and advice to Aboriginal staff and others affected by racism, discrimination and the negative attitudes, and its consequent assault on confidence and self-esteem.

- A support strategy is needed to enable Aboriginal employees to understand better how the system functions, and to identify the "coping" skills necessary to survive and thrive in the system. It is also important to include in the strategy, a means to track Aboriginal employees to determine how they "fair" in the system, and inform them of employee rights.

- Proceed immediately with the development of a provincial Aboriginal network with regional and local meetings and workshops.

- Develop a directory of Aboriginal employees in the Manitoba government corresponding to the network, and make the directory available to Aboriginal employees and the Aboriginal communities in Manitoba.

- Develop a Newsletter to provide information on the Aboriginal network.

CONCLUDING REMARKS

CONCLUDING REMARKS

I Representation Issues

When the Affirmative Action Program was first instituted as policy (1984) the long range goal for representation of Aboriginal people was established at 10% across all levels and classifications of the Civil Service. The 10% figure was selected as the percentage of (working age 15-64) Aboriginal people in Manitoba proportional to their composite population within the province. The concept of mirroring population statistics is a long term strategy, initially established at 20 years, and the statistical measure for determining the elimination of systemic discrimination within the employment system in its effects on Aboriginal people.

At the outset of the implementation of the Affirmative Action policy the initial strategy was focused on recruitment across all departments to get Aboriginal people into the government employment system. In order to assess progress in the short term, goals were established to match labour force availability of Aboriginal people. These statistics have been considerably less than the representation in population figures, indicating the larger issue of discrimination within the society. However, in order to maintain consistency of Affirmative Action within a competitive system, and the underlying principle of merit in Manitoba Civil Service employment legislation, labour force data becomes important to use as monitoring criteria. As 1990-91 figures indicate total Aboriginal representation in government at 4%, Civil Service figures are approaching labour force availability of Aboriginal people using 1986 census data. Given the parameters for the short term, for establishing a baseline, collecting and monitoring the data, Affirmative Action numerical goals for Aboriginal people are progressing as anticipated.

The next step, however, is to ensure that the short term goals are in keeping with the intent of the overall purpose of the program, and that is to ensure that Aboriginal people are represented at all levels and across all classifications of the Manitoba government employment system. This study has provided data to assess the implications and make recommendations concerning overall representation goals. In this respect Aboriginal people have not fared as well.

The study indicates that Aboriginal people are concentrated in a few occupations and at lower levels. Representation in management is a critical issue, both for correcting the overall representation picture and for providing the necessary conditions as role models by which Aboriginal people can aspire and measure their own progress. Aboriginal people represent only 2% of the managerial complement.

Analysis also indicates that for the most part, Aboriginal employees are concentrated at the lower end of the management category in pay and in status. Aboriginal employees are also concentrated at the bottom end of professional categories, making it more difficult to obtain experience that could move them into management roles.

The concentration and compression of Aboriginal employees at the lower levels of the Civil Service is now the issue that requires attention by government, to achieve full representation within government employment. Short term goals established for implementation of the recommendations of this study have been set at 1, 3, and 5 years, to match the time lines for departmental numerical targets.

The first goal is to correct an imbalance in representation at the senior management level, so that these Aboriginal people may also act as role models. Currently there are 3 Aboriginal people in the senior officer levels. Representation at the most senior levels needs to be targeted for expansion over the next 1, 3, and 5 years, proportional to the representation figures overall in government which is currently 4%. IN THE SHORT TERM, then, the recommended target for representation of Aboriginal people in senior levels is 4%, keeping in mind the overall long term goal to match the 10% representation goals at all levels.

Secondly, strategies are required to increase representation across all management classifications. Again in the short term at least proportional to representation in government - 4% and to work towards the long term achievement of 10% representation across the system in management.

These two short term strategies would ensure that representation issues reflecting current concentration and compression of Aboriginal people in government are addressed.

II Systemic Barriers

The findings of this survey clearly indicate obstacles and barriers to the employment of Aboriginal people in the Manitoba Government. The statistical and impact analysis, as well as the comments of Aboriginal employees, identify racism as prevalent within the Manitoba Civil Service and its employment system. This is to be expected where racism exists in society as the civil service is a reflection of that society. However, the impact of racism and discriminatory barriers on Aboriginal people results in high turnover, lack of appropriate Aboriginal role models, absence of Aboriginal employees in decision-making and management positions, and the perpetuation and maintenance of Aboriginal employees in low level positions within the government system.

An anti-racism policy, networking and special measures have been identified within this study to address obstacles underlying the difficulties in the employment system.

In summary, change cannot come about without the meaningful input and involvement of Aboriginal people. **EXCLUSION HAS BEEN THE PROBLEM.** Continued exclusion in addressing issues which affect Aboriginal people perpetuates the seeds of racism and discrimination. If barriers are removed without the involvement of Aboriginal people, the effect is minimal because Aboriginal people do not grow with involvement in the process. So the change is superficial and token, and an extension of the traditional patterns of relating to the Aboriginal community.

Transformation of the barriers requires a healing process to be set in place, to incorporate a shared perspective that could bring about change to the system.

Anything less than meaningful involvement is paternalistic and patronizing. As involvement is inclusionary, it is critical for healing a system that traditionally has been exclusionary, and for transforming Aboriginal experience with the government system.

Some of the recommendations are currently being implemented. The Aboriginal directory, fast-track career development for Aboriginal employees, an Aboriginal inventory, and training of Aboriginal employees in the recruitment and selection process are underway as supporting initiatives of the Civil Service Commission.

The Aboriginal Advisory Committee is confident that the remaining recommendations of this report will be implemented without delay. Imminent and speedy implementation will go a long way to address discrimination in the employment system, reduce racism with its evident effects on Aboriginal people, and increase representation within the civil service proportional to the population of Aboriginal people in Manitoba.

DEFINITIONS

CORPORATE CULTURE: Values that condition and perpetuate the status-quo; perceptions about how the world is organized from a white, anglo-saxon, able-bodied, usually male perspective.

The corporate culture involves centralized control and authority, hierarchial order of relationships, specialized tasks, and highly regarded values for conformity and compliance. Corresponding individual values may include competitive, aggressive, individualistic, and authoritarian behavior.

DISCRIMINATION: (incl. SYSTEMIC DISCRIMINATION): The exclusion of an individual or group based on real or perceived differences that pose some threat to the internal coherence of a dominant group.

Whether overt or unintentional, discrimination focuses on the identification of differences and extension of partiality in treatment (through exclusion or favouritism) based on real or perceived differences. Employment policies and practices that appear neutral may involve systemic discrimination, when they exclude some groups and favor others based on traditional customary social, cultural and physical norms.

ETHNOCENTRISM: A narrow view of the world that uses one perspective - the perspective of one's own culture and world view - as the basis for making value judgements about the behavior and norms of other cultures.

One's own culture is usually seen as superior, other cultures are viewed as inferior from an ethnocentric world view.

PREJUDICE: Attitudes, beliefs and assumptions generalized from a single experience or instance and used as the basis for "pre-judging" other individuals or groups.

Prejudices may be based on misinformation, incomplete information, stereotypes or irrational beliefs.

RACISM: In the interrelations between races, differences attributed to race are used to condone negative treatment.

Racism may be manifested on a continuum from avoidance to aggression including indifferent or hostile attitudes, and/or exclusionary, antagonistic or harassing behavior. Forms of racism may be covert, overt, conscious or unconscious. Historical forms of distrust towards whole groups may be perpetuated through institutionalized practices. Such practices ensure the continuation of patterns of relating based on the `inherited' perceptions.

STATUS-QUO: Accepted ways of thinking, feeling and behaving that form the dominant attitudes and values shared by a group.

Individuals who form the group perpetuate inclusive values through which the continuation of the group is ensured, and by which its values and position of dominance are maintained.

STEREOTYPES: Conventional beliefs and fixed attitudes about a group of people based on the characteristics of a single individual or a few individuals, held to be representative of the whole group.

Characteristics about the individual are generalized to a group, and may be based on ignorance of the real characteristics of an individual or group. Stereotypes are frequently used to perpetuate dominant group values through feelings of superiority or inferiority of those who do not share the dominant group values.

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Memorandum

Date: March 15, 1991

To: Louise Chippeway, Aboriginal Coordinator
Affirmative Action
Civil Service Commission
8th Floor, 155 Carlton Street
Winnipeg, Manitoba

From: Sharon Davis
Administrative Officer
Regional Courts
2nd Floor, 405 Broadway
Winnipeg, Manitoba

Phone: 945-8116

Subject: ABORIGINAL CIRCUIT CLERKS IN THOMPSON AND THE PAS

As per your request, here are the two bulletins we used for the competition.

The first one we ran was only in English and the response to this ad was not great. The type of candidates who applied seemed to have lesser education and work experience than the second time we ran the bulletin.

With your assistance, we removed the intimidating language from the bulletin. We worked with David Chartrand, our Acting Director of Court Communicators to have it translated into Swampy Cree. We also did a large outreach recruitment to many band councils, Metis Federation locals, and cultural centres. The response was much better and brought in some excellent candidates with higher educational levels and more in-depth work experiences.

Therefore, the removal of intimidating language, the translation into Swampy Cree, and a large outreach recruitment all led to a better selection of aboriginal candidates. On our selection board, we included one of our Aboriginal Court Communicators who asked several questions in Cree and ranked the candidates along with other members of the board.

If there is anything else you require, please let me know. Thanks.

Sharon L. Davis

SLD/cw
Attachments

Vacant Positions

An Affirmative Action Employer

Government of Manitoba

Applications for the following position will be received at Manitoba Justice, Human Resource Services, 900 — 405 Broadway, Winnipeg (R3C 3L6), up to JUNE 4, 1990.

COMPETITION NO. 3,332

Clerk of Court

(CC1/2)

Justice
Courts Division — Regional Courts
Two Positions — Thompson
One Position — The Pas

SALARY RANGE: $23,962 — $30,563 per annum, plus Remoteness Allowance

DUTIES: Incumbent will be required to perform court office duties, circuit and courtroom functions associated in the various court areas. These duties will include: Prepare dockets, prepare and attend Provincial, Family, Youth, Maintenance Enforcement and Queen's Bench proceedings as assigned, open and dispositions/proceedings, balance docket, type court documents, review filings and orders for form and accuracy, and issue receipts; accept guilty pleas and assess penalties pursuant to statutory requirements. Will assist the judiciary, legal profession, police and public. Applicants for these positions will be required to travel to communities outside Thompson and The Pas to where circuit courts are held.

QUALIFICATIONS: Interest in working in a legal environment with knowledge and understanding of Native culture. The ability to speak English and Cree fluently is required. Additional language of Saulteaux/Swampy Cree would be an asset. Proven ability in making decisions, using diplomacy and good judgment. Demonstrated communication, inter-personal and organization skills required. Must be able to deal effectively with judiciary, legal profession, police and the public. Ability to type essential. Affirmative Action will be a consideration in the selection process. ***An eligibility list will be established from this competition. Note: Please indicate on your application your location preference.***

Vacant Positions

An Affirmative Action Employer

Government of Manitoba

Applications for the following position will be received at Manitoba Justice, Human Resource Services, 9th Floor, 405 Broadway, Winnipeg (R3C 3L6), up to SEPTEMBER 26, 1990.

COMPETITION NO. 3,550

Circuit Court Clerk 1 – 2

Justice
Regional Courts
Thompson

(CC1-2) (Two Positions)

SALARY RANGE: $23,962 — $30,563 per annum, plus Remoteness Allowance

DUTIES: Incumbent will be required to perform court office duties, including circuit courts, and courtroom functions. These duties will include preparing dockets and attending Provincial, Family, Youth, Maintenance Enforcement and Queen's Bench Courts, as assigned. ***Applicants for these positions will be required to travel to communities outside Thompson where circuit courts are held.***

QUALIFICATIONS: Interest in working in a legal environment with knowledge and understanding of Native culture. The ability to speak English and Swampy Cree fluently is required. Some knowledge and ability in making decisions, use of organizational skills, diplomacy and good judgment. An ability to deal effectively with court personnel, police and public. Ability to type is essential. Familiarity with court proceedings would be an asset but not necessary as on-the-job training will be provided. Affirmative Action will be a consideration in the selection process.

Applications for the following position will be received at Manitoba Justice, Human Resource Services, 9th Floor, 405 Broadway, Winnipeg (R3C 3L6), up to SEPTEMBER 26, 1990.

COMPETITION NO. 3,550

Circuit Court Clerk 1 – 2

Justice
Regional Courts
Thompson

(CC1-2) (Two Positions)

SALARY RANGE: $23,962 — $30,563 per annum, plus Remoteness Allowance

TITATOSKECHIK: Nisow ininowak natawenimawak ta atoskechik wanasowewikamikok ta kawatastachik aniki dockets ka isinikateki anta Provincial, Family, Youth, Maintenance Enforcement ekow Queen's Bench wanasowewikamikow. ***Ta pimotewichik poko ithtawinik ite ka natawenimichik.***

KISKENTAMOWIN: Ta note atoskechik ita ka wanasowatischik Ininowak ekwa ta kiskentakik ka isi pimatisinit Ininowa. Ta kaskitatchik poko kayusk ta akanasimochik ekow mina ta nenawechik. Ta kaskitawchik poko kayusk ta witatoskemachik simakanisa ekow mina kakinow anisinowa. Ta kiskinowmowawak ina ta isi atoskéchik ekota, maka poko ta kaskitachik ta tywichik. Affirmative Action anima ta kanawapachikataw.

APPENDIX II

MANITOBA CIVIL SERVICE
COMPARATIVE PROFILE
AFFIRMATIVE ACTION TARGET GROUPS

GROUP	SEPT 6/88	%	MAR 25/89	%	SEPT 22/89	%	MAR 24/90	%	SEPT 22/90	%
MALE	10354	53.42%	9962	52.58%	9998	52.77%	9984	52.02%	10027	52.42%
FEMALE	9027	46.58%	8984	47.42%	8949	47.23%	9191	47.98%	9101	47.58%
ABORIGINAL	740	3.82%	750	3.96%	821	4.33%	819	4.28%	800	4.18%
DISABLED	405	2.09%	428	2.26%	442	2.33%	445	2.32%	441	2.31%
VISIBLE MINORITY	447	2.31%	459	2.42%	482	2.54%	501	2.62%	522	2.73%
** TOTAL	19381		18946		18947		19155		19128	

Note: The Department of Natural Resources have included both active and inactive staff in the calculation of departmental employees and as such the employment totals will not match employment totals published by the Civil Service Commission.

APPENDIX II

EXCLUDING DEPARTMENTAL EMPLOYEES OF THE DEPARTMENT OF HIGHWAYS & DEPARTMENT OF NATURAL RESOURCES

GROUP	SEPT 6/88	%	MAR 25/89	%	SEPT 22/89	%	MAR 24/90	%	SEPT 22/90	%
MALE	7813	48.00%	7624	47.44%	7615	47.02%	7708	46.65%	7563	46.38%
FEMALE	8465	52.00%	8447	52.56%	8581	52.98%	8811	53.35%	8742	53.62%
ABORIGINAL	457	2.81%	519	3.23%	538	3.32%	582	3.52%	588	3.61%
DISABLED	390	2.40%	413	2.57%	404	2.49%	422	2.55%	420	2.58%
VISIBLE MINORITY	436	2.68%	451	2.81%	458	2.83%	490	2.97%	510	3.13%
** TOTAL	16278		16071		16196		16517		16305	